The American School Board Journal

A Periodical of School Administration

October *1961*

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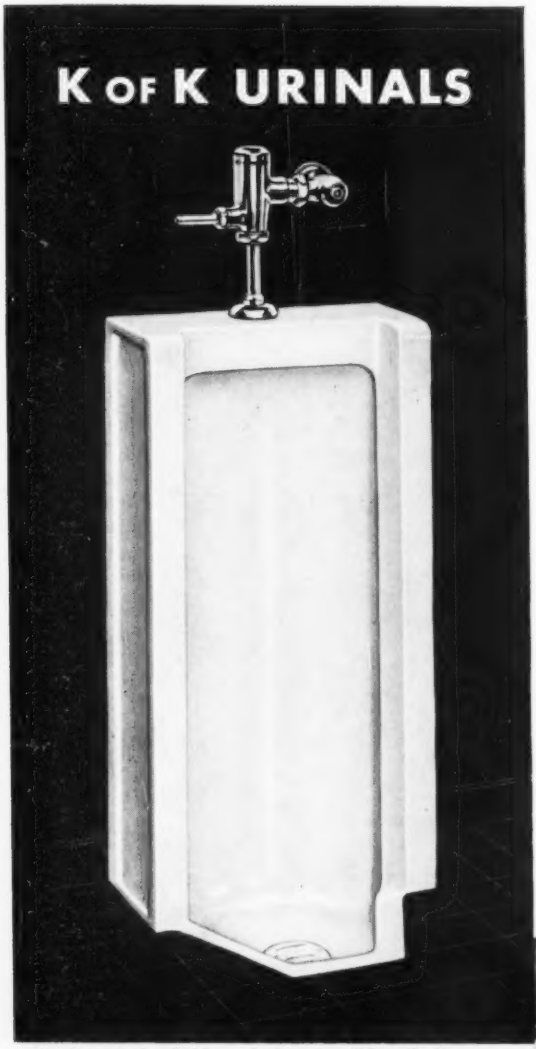

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The American School Board Journal

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OUR COVER

The impressive "court area" of the Niagara-Wheatfield Junior-Senior High School. For details about this school, see page 22.

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the school scene

☐ The New York State Board of Regents has begun to put into effect a new law **removing the present board of education in New York City.** A panel, made up of eleven persons — each the head of a civic, labor, parents, or educational organization — will nominate at least 18 persons to be considered as possible appointees to the new board of education. The new law, adopted unanimously by the legislature and signed by Governor Rockefeller, has been widely hailed as a much-needed reform for the city schools.

☐ The Southern School News reports that **at least 18 Southern school districts plan to desegregate for the first time this fall** — four by court order and 14 through voluntary programs. The districts planning initial admission of Negroes to former white schools in the 1961 school term include six in Virginia, four in Texas, three in Tennessee, two in North Carolina, and one each in Florida, Georgia, and Kentucky. It was also reported that other districts already desegregated will have more Negroes in biracial classes. The number of Negroes attending classes with whites was expected to remain at about seven per cent of the Negroes in the region's schools. Five colleges will admit Negroes for the first time in the fall quarter.

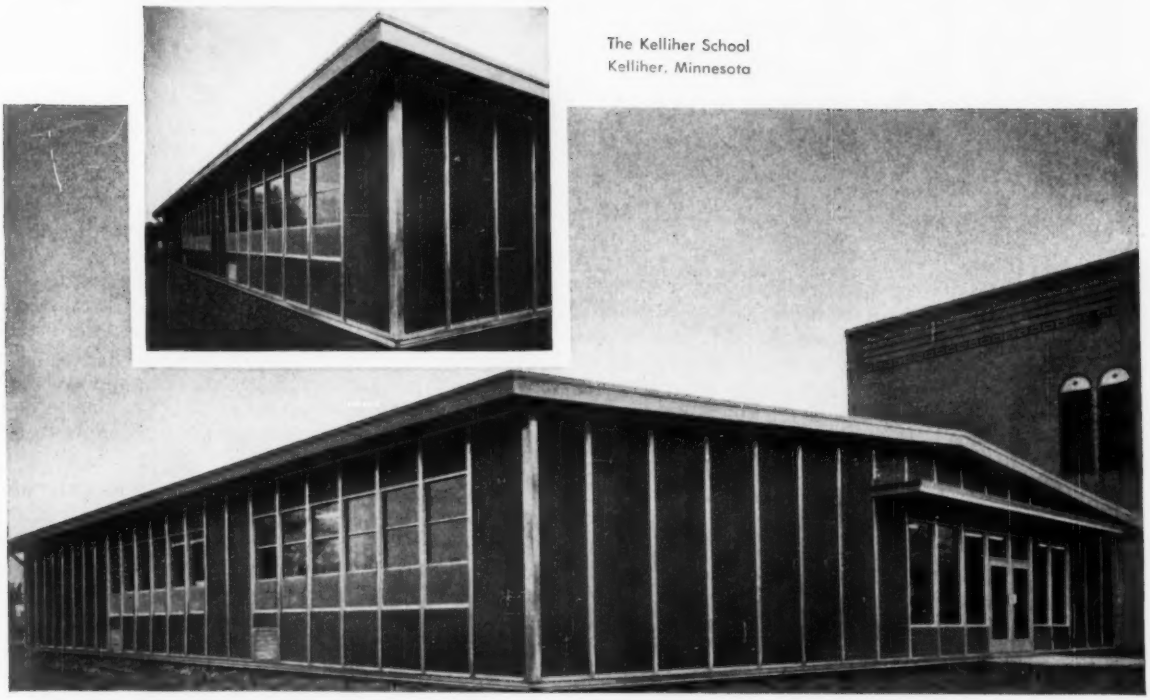
☐ **The senate labor and public welfare committe has approved a bill extending for one year** (until June 30, 1962), **the program of federal aid for schools crowded with children of federal employees.** Introduction of the measure by two key Democratic senators was regarded as signaling the end of administration hopes for passage this year of a general education aid measure The 2½-billion-dollar public school bill is bogged down in the house rules committee. This program had been included in the general school aid program and its popularity had been counted on to give the school bill win votes from congressmen who wanted aid to impacted areas in their districts.

☐ In an unprecedented action, **the Joint Council on Educational Broadcasting,** representing virtually the entire educational community, **filed a petition in the U. S. Court of Appeals in the District of Columbia against a recent ruling of the Federal Communications Commission,** affecting the future expansion of educational television in the very high frequency band (VHF channels 2–13). The ruling complained of by the JCEB, a national council of eight educational organizations united to advance noncommercial educational broadcasting, involves a decision by the FCC concerning Rochester, N. Y. The Council also took exception to another decision involving Johnstown, Pennsylvania. In each case, the FCC turned down requests for reserved noncommercial educational channels submitted on behalf of the Rochester (N. Y.) Area Educational Television Association and The Pennsylvania State University (both of which filed petitions today), and at the same time the FCC proposed third commercial VHF channels for the Rochester and Johnstown areas.

☐ **A handbook to help teachers and school administrators assess the impact of airborne television instruction on the individual school was published in mid-September.** The Midwest Program on Airborne Television Instruction distributed a draft form of the handbook to teachers and administrators attending two-week workshops this summer. Their comments and criticisms on the handbook will be incorporated in the final version. The MPATI Office of Research and Evaluation prepared the publication entitled "Local Evaluations Handbook." Supported by foundations and private industry, MPATI beams video-taped instructional material from an airplane to schools in Illinois, Indiana, Kentucky, Michigan, Ohio, and Wisconsin. Its aim is to provide quality education over a wide geographic area at a cost within reach of school budgets. The project is headquartered at Purdue University, Lafayette, Indiana. Its first full academic year of telecasts begins in September. Plans call for the airborne program to be put on a permanent basis after the end of its experimental phase in June, 1962. To this end, schools will conduct local studies to decide whether they wish to take part in the project on a long-term basis and help support it financially.

☐ The National Fire Protection Association, 60 Batterymarch St., Boston, Mass., has announced **the publication of two new pamphlets, "Standard for the Installation of Sprinkler Systems,"** price $1.25, and **"Standard for the Installation of Portable Fire Extinguishers,"** price $1. The new booklets represent a complete reorganization and renumbering of the 1960 editions, as well as changes in standards.

☐ During the month of July, 1961, **school bonds were sold in the amount of $188,789,280.** The largest sales were in California, $15,288,000; Illinois, $9,640,000; Minnesota, $9,130,000; New Jersey, $8,618,000; New York, $24,856,855; Ohio, $14,857,000; Pensylvania, $11,230,000; Texas, $18,482,000. The average yield of 20 outstanding municipal bonds at the end of July 27 was 3.49 per cent.



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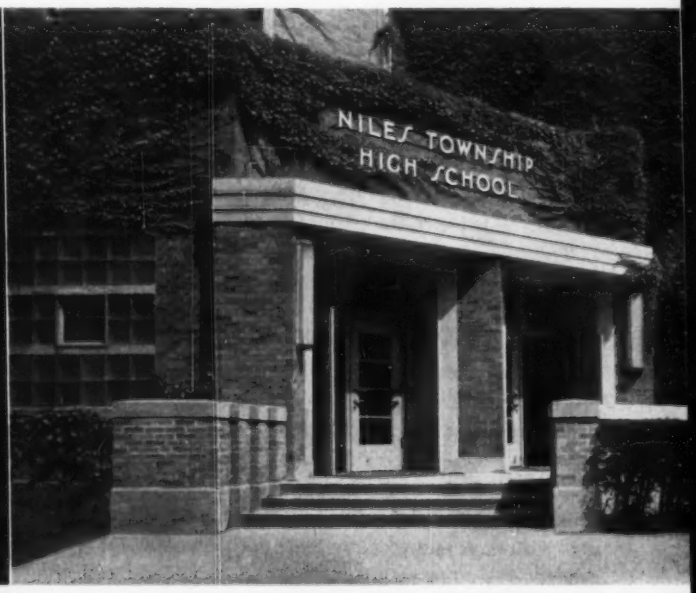
Upper photo on facing page shows Jules P. Roels at the operating panel.

In lower photo, John S. Horner and Edwin C. Bruno stand at pool end of shower.



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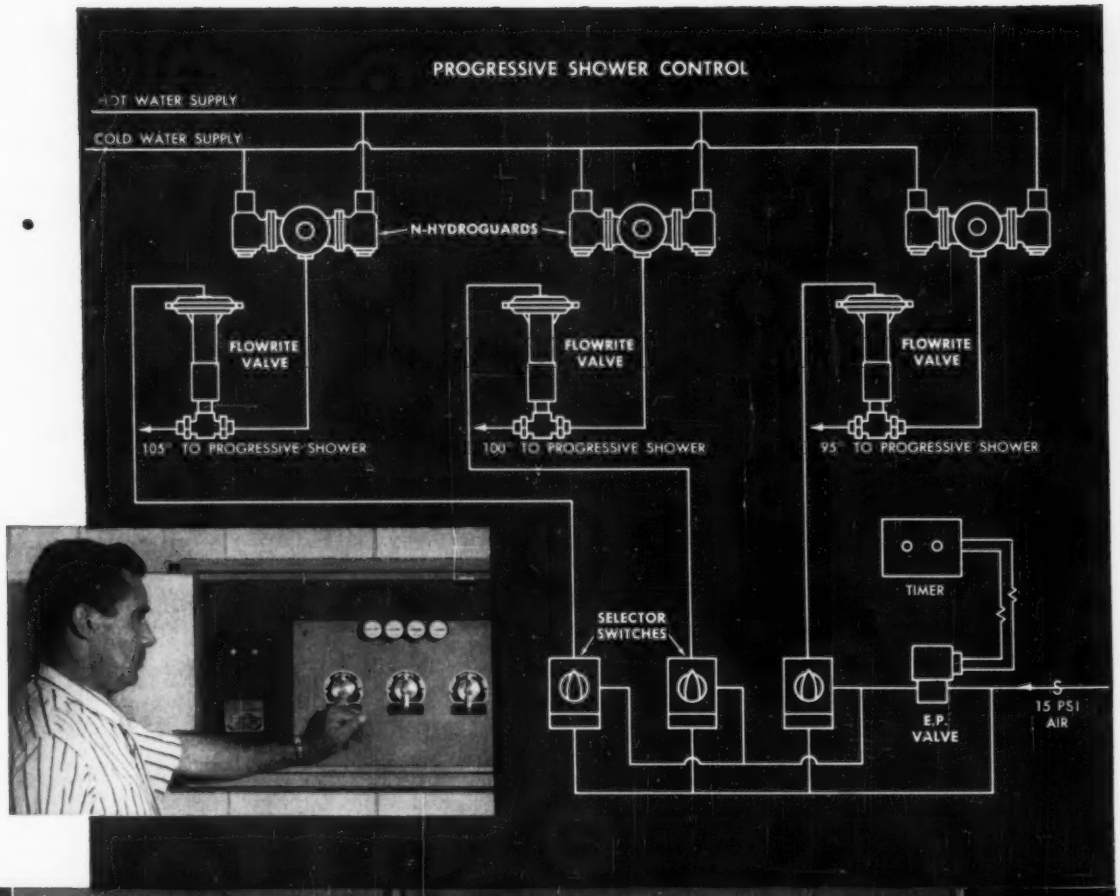

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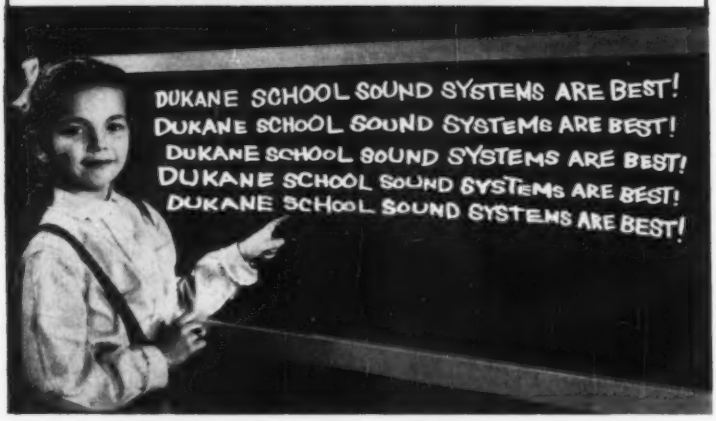
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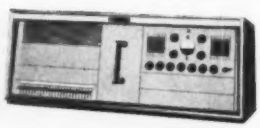

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Developing an Electronic Language Classroom

Prepared by Thomas D. Palolucci. Paper, 38 pp. State Education Department, Albany, N. Y.

This booklet provides administrators, business managers, teachers, and audio-visual directors, with specific information regarding standards and equipment specifications for electronic language classrooms. Despite its brevity, the booklet is complete in its information for planning the physical aspects of audio-lingual programs in elementary and secondary schools. The author wisely recommends technically competent help in all planning, writing specifications, and letting contracts.

Revenue Programs for the Public Schools in 1959–60

By Albert R. Munse. Paper, 79 pp., 55 cents. Superintendent of Documents, Government Printing Office, Washington 25, D. C.

The report shows that the total amount of revenue provided from all sources for public education was $14.3 billion in 1959–60, an increase of more than $2 billion dollars, or 18.7 per cent. The largest figure is $1,789 million for California; New York is second with $1,521 million. The smallest amount for any state was $26 million.

School Custodian Training Manual

By N. L. George. Paper, 195 pp., $2. Bureau of Education Research, University of Houston, Houston, Tex.

This detailed study guide is intended to accompany a short course of training for school custodians. The author's own approved practices in Oklahoma City reflect widely accepted standards of housekeeping, maintenance, care of grounds, and safety practices.

Why Have Merit Plans for Teachers' Salaries Been Abandoned?

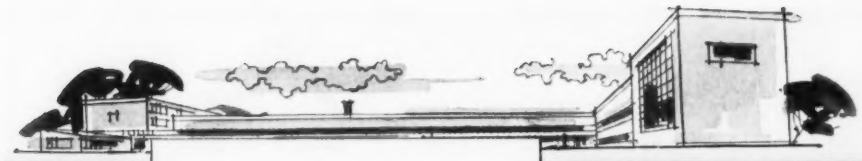
Prepared by Hazel Davis. Circular for March, 1961. Paper, 51 pp., 75 cents. National Education Association, Washington 6, D. C.

This study, frankly intended to discourage merit plans for rewarding teachers, gives the reasons why the plans have been abandoned in the cities studied. The professional educators whose comments are printed, declare that merit rating has been injurious to faculty morale, has caused ill will among teachers, and alienated teachers and administrators. The conclusion of the study is that merit systems are extremely difficult, if not impossible, to administer.

City Government Finances in 1960

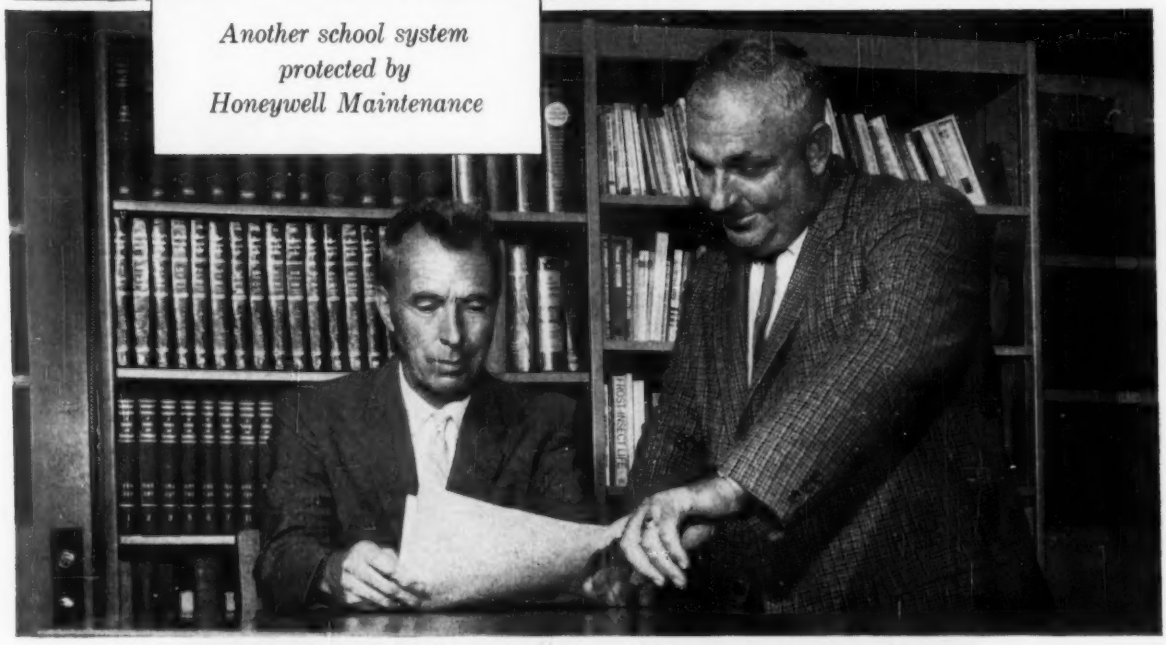
Prepared under the direction of Joseph F. Arbena. Paper, 84 pp., 45 cents. U. S. Government Printing Office, Washington 25, D. C.

The revenue of city governments during their fiscal years ending in 1960, amounted to $14.9 billion, or 8.5 per cent more than the 1959 total of $13.7 billion. Sources other than taxes and intergovernmental revenue supplied $2.2 billion of general revenue in 1960. Two thirds of all municipal expenditures were for current operation, which amounted to $9.9 billion, as against $9.3 billion in the previous year. Outlays for education amounted to $1,801 million, the largest expenditure for a single function.



The Oxford Road School, one of four schools of the New Hartford Central School System protected by a Honeywell Maintenance Contract.

Another school system protected by Honeywell Maintenance



Mr. Ralph W. Perry, Supervising Principal, and Mr. Lloyd W. Hughes, Superintendent of Buildings and Grounds, New Hartford Central School, New Hartford, New York.

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The American School Board Journal

October, 1961

Continuous Progress for All: Implications for the High School

ROBERT L. FILBIN

Dr. Filbin is principal of the Hartwell Non-Graded Elementary School in Lincoln, Mass.

The principal of a non-graded elementary school presents the current view on continuous progress for all children not only on the elementary level, but through the high school as well.

Continuous progress for all children is based on the principle that all children of identical chronological ages are not necessarily able to accomplish the same things in the same way or with the same degree of facility in a given period of time. Goodlad and Anderson[1] speak of continuous progress in this way:

> Since the differences among children are great and since these differences cannot be substantially modified, school structure must facilitate the continuous educational progress of each pupil. Some pupils, therefore, will require a longer period of time than others for achieving certain learnings and attaining certain developmental levels. This theory of continuous progress differs markedly from two other prevailing theories of pupil progress; the theory of grade standards and the theory of "social promotion."

The typical graded structure of the American elementary and high schools tends to ignore this idea. Because of their arbitrary grade limits, they have made each year of education for children a sort of race in which some win and others lose. It is only within the last decade that the idea of continuous progress has been given significant attention on the part of educators. Although they have accepted the idea of individual differences between children, they have not done much to break the chronological lock-step in education.

What does this idea of continuous progress mean in terms of a child's

[1] Goodlad, John I., and Anderson, Robert H., *The Nongraded Elementary School* (New York, N. Y.: Harcourt, Brace and Co., 1959), p. 52.

progress through school? It means that as a child ends a school year he should resume his learning in the fall where he left off when he finished the preceding June. The graded structure which specifies a certain amount of material to be learned in a given year negates this idea for many children, namely those who do not meet the requirements in one or more subjects and those who master the content of one or more subjects long before the school year is over. It is easy to see that the child who progresses at what is referred to as the "normal" rate in all subjects is the one who would best fit into a school with a graded structure. Unfortunately, all children do not progress at the "normal" rate and this poses real problems. Many communities have experimented in the partial ungrading of elementary schools.

Success of Ungraded Elementary Schools

One community where total ungrading has occured is Appleton, Wisconsin. Under Appleton's continuous progress plan children move along as fast as their individual abilities will carry them. Instead of the race from September to June with its reward of promotion or failure as described earlier, each child is actually placed in classrooms the following September where they left off in June.

What have been the results? Morse[2]

Under Continuous Progress less than one-half of one percent of the students remain an additional year in the school. Before the plan went into effect, Appleton's failure rate under the conventional graded system ranged from about five percent in the 1922–35 period to about two percent in 1951.

He continues:

According to standardized achievement tests, they are outperforming their predecessors in graded classes and are exceeding national norms in all subjects.

In 1958 intermediate students made higher scores in the California Achievement Tests in reading, arithmeitc, and language arts than the Appleton youngsters of 1948. What's more, the level seems to be rising.

Kelley[3] in reviewing ten years of an ungraded primary program in Milwaukee concluded that this type of program was "psychologically desirable, enhanced individualized teaching and facilitated good curricular practices."

Anderson[4] felt that after some years of experience with a non-graded plan that it "stimulated improved instruction and imroved the mental health of the children."

How is the school program organized in a non-graded elementary school? A survey of the available literature shows that there are many variations of the basic idea. Most programs are organized around the idea of various instructional levels in the various subject matter areas. Certain subjects such as reading and arithmetic are taught to all children at specific times during the school day. This means that in an elementary school of 600 children and 30 teachers, as many as 30 levels of a subject can be presented at a given time affording a maximum opportunity for placing children at an appropriate instructional level.

This is a very workable arrangement in an elementary school as has been evidenced by the fact that there are over 50 such non-graded elementary schools in the United States. Some of these have been in operation for a decade or more. Apparently this idea has had no significant impact on the high school for there is only one really non-graded high school in the United States. This is Melbourne High School located in Melbourne, Florida, near Cape Canaveral. Melbourne High has completely abandoned grades. Each course is given on four levels — "advanced college placement," "accelerated," "average," and "remedial." Each student's admission to each course is determined by how much he knows and not by an intelligence test score. In this setup, it is possible for a student to take calculus at the "advanced college placement" level and at the same time be placed in a "remedial" English group where he is taught reading at the seventh grade level. For those students who move through the curriculum at a more rapid pace, a large number of courses at the college level, for which college credit may be granted are provided. The principal of this high school, quoted in an article in *Fortune*,[5] claims that "any high school anywhere in the country with a student body of at least 1200 can do the same thing."

This high school is nevertheless the only one of its kind.

What Happens in High School

What happens to children when they leave elementary school to attend the typical American high school which is not like Melbourne High? Are they placed at instructional levels in the various subject matter areas where they belong? For instance, we know that there can be a spread of five years or more in instructional levels as a typical group of eighth graders enter the Freshman year of high school. This is evidenced by the table, following below, which shows Iowa Test scores of eighth grade children of two schools in the same community who will enter high school in the fall. They will be expected by this high school, as in typical high schools throughout America, to be ready for what it has to offer.

In today's society, which expects more children than ever before in our history to complete a high school education, this seems to be highly unrealistic. It is particularly so because of the fact that the elementary school has been geared to social promotion which tends to produce a wide spread of achievement and development in pupils as they enter high school.

This becomes more evident when one looks into what happens to children when they enter high school.

An illustration of the various levels of achievement in eighth grades in two schools of the same school system is as follows:

IOWA TEST OF BASIC SKILLS

Eighth Grade Scores of Two Schools in the Same School System Taken in the Late Spring Prior to Entry into High School.

	Vocabulary		Reading		Spelling		Arithmetic Concepts		Study Skills	
Grade Equiv.	School 1	School 2	School 1	School 2	School 1	School 2	School 1	School 2	School 1	School 2
	Numbers of children performing at these levels									
12.5-12.9	2				5	1	4	2	1	
12.0-12.4	7		2		4	1	6	2	1	2
11.5-11.9	1	5	4	1	2	1		4	5	
11.0-11.4	6		4	1	2	1	4		4	1
10.5-10.9	11	2	10	2	4	1	5	1	8	4
10.0-10.4	4	2	7	3	6	4	6	1	11	2
9.5-9.9	10	8	8	4	9	4	13	5	12	7
9.0-9.4	4	3	10	6	6	5	7	4	2	6
8.5-8.9	7	4	8	4	5	5	7	4	6	3
8.0-8.4	3	3	4	6	3	3	4	2	2	3
7.5-7.9	3	3	1	2	5	1		4	4	1
7.0-7.4					2	1	2			
6.5-6.9				1	1	1				
6.0-6.4									1	
5.5-5.9										
5.0-5.4						1				

In seeking to establish how students are grouped for instruction the inevitable discovery is that they are grouped automatically by the fairly arbitrary courses of study or curriculum combinations prevalent in most high schools in the United States. Anderson and Goodlad in their book "The Non-Graded Elementary School" refer to Procrustes and his insatiable for whittling down or

[2] Morse, Arthur D., *Schools of Tomorrow-Today* (Garden City, New York: Doubleday and Company, Inc., 1960).

says:

[3] Kelley, Florence C., *Ungraded Primary Schools Make the Grade In Milwaukee*, N.E.A. Journal 40: 645-46; 1951.

[4] Anderson, Robert H., *Ungraded Primary Classes. An Administrative Contribution to Mental Health*, Understanding Children 24, June: 66–72; 1955.

[5] Silverban, Charles E., "The Remaking of American Education," *Fortune*, Vol. LXIII, No. 4, Apr., 1961.

stretching his captives to suit his bed. No matter how one looks at it, the two track system of most American high schools relates to Procrustes bed. In this situation it is twin beds in the true American tradition. True there is some choice of bed, but there must be some whittling down or stretching in many cases to make the customers fit the bed.

In examining the types of curriculum offerings found in high schools, we learn according to Brink[6] that the two most common are the Constants with electives and the Combination Types.

They are defined as follows:

I *Constants — with electives*
Requires of all students:
English
Social Studies
Science
Math
with other elective subjects

II *Combination Type*
Offers two or more tracks such as College Preparatory or General with certain electives.

Essentially both of these plans assume that there will be relatively homogeneous grouping. They imply what Lowell High School implied in 1831, that the needs of students relate to two purposes, preparation for college or immediate life needs.

Some Notable Experiments

This archaic organization is being shaken by an instructional revolution which aims to find ways of making the most efficient use of teachers' time, talents, and skills. The Ford Foundation and the Fund for the Advancement of Education with their funds and interests have been highly instrumental in stimulating this movement. The principal innovations have fallen into three categories. As reported in the booklet "Time, Talent and Teachers"[7] they are:

1. *The Professional Partnership:* the use of teaching teams, including senior teachers, less experienced teachers, teacher assistants, graduate and undergraduate interns, and nonprofessional aids of sorts.

2. *The Flexible School:* variations in class size and scheduling, including groups that range from ten or less to several hundred, and schedules that allow for large lectures, double periods or larger blocks of time, and increased independent study.

3. *Electronics, Architecture, and Learning:* the employment of modern visual and sound devices as an intrinsic part of teaching and learning materials.

Several experiments which received support from the Foundation and Fund are the joint product of schools and universities. Notably, these are the school systems of Concord, Lexington, and Newton, Mass. (joined with Harvard University in the School and University Program for Research and Development) eight schools in Southern California which have instituted teaching teams (associated with the Claremont Graduate School) and the elementary schools of Long Beach and Ossining, New York, who have established a plan that divides pupils' time between their home-room teachers and teaching teams (in co-operation with the New York University).

While this experimentation is of significance it should be realized that it has only been going on in 93 schools in 11 states. Although this experimentation has the approval of many teachers and school administrators, it still has to buck intrenched theory protected by powerful organizations. One of these is the National Education Association which has publicly taken a dim view of team teaching and any efforts to get away from the self-contained classroom with its "mother hen" type of situation and its teacher-pupil ratio of 1 to 25. This despite the fact that the SUPRAD office at Franklin School in Lexington, has stated in discussing this idea that youngsters "were in no way confused or caused to be emotionally disturbed by the new program." They are also convinced that on the basis of achievement tests and of comparison between Franklin pupils and a control group, that academic results were at least as good as under the traditional system. Much of what has been done requires a great deal of money. In fact over $2,000,000 has been poured into the support of these experiments. This in contrast with the establishing of the non-graded elementary schools in Appleton, Wisconsin, which was done with no additional cost to the school system. Appleton has a population of 50,000 people so this is no small experiment.

These represent the major movements to date in the reorganization of instruction at the high school level other than those which are aimed at improving the quality of the subject matter content. Some of these approach the idea of ungrading material although none deal with the idea of complete ungrading of the high school itself.

Even Conant[8] in his report on the American High School in making his major points did not discuss or support the idea of non-gradedness. He concluded his report by saying, "As I have already stated, I am convinced American secondary education can be made satisfactory without any radical changes in the basic pattern." Despite the fact that the Conant report is considered disappointing by many, its recommendations were accepted as the model for many American high schools within a year of its publication.

Team Teaching English

A good example of something which approaches the idea of non-gradedness at the high school level is being carried on at Evanston Township High School in Illinois where a number of experiments are being conducted. One of these relates to the way English is being taught. In addition to teaching advanced students in English, a group of 560 below average, average, and above average students are being taught in an effective way. They comprise what is called the junior English team teaching program. The size of the group varies with the lesson. About every ten days each of three groups of 120 hear a lecture which may use closed-circuit television films or other visual aids. At other times, the pupils are taught in smaller groups ranging from 16 to 32 in terms of their ability levels and needs.

This idea of team teaching may well be the forerunner of the non-graded high school because it recognizes that there are various levels of instruction within a subjectmatter area suited to pupil needs.

Before a high school staff begins to approach an understanding of continuous progress and the non-graded school, it would be necessary for them to have a good understanding of and some specific answers to the following questions based on their own high school program:

1. Does the present organization of the high school curriculum and its instructional plans contribute fully to the development of individual capacities?

2. Should it be expected that there would be one such organization to apply to all high schools or should the unique needs of particular communities be taken into consideration?

3. Is the presentation of material logically developed in terms of the way children learn?

4. Are the insights related to the preceding question based on observation of how students of varying abilities and accomplishments best learn?

5. Is the background and the stage in each youngster's educational development carefully assessed when he enters high school, and is he placed in the situation and the level of instruction where he should be when he begins his high school career?

In a sense, all of these questions are related to the same central thought. Do we know what youngsters know or don't know, and are we working with them on this basis at the high school level, or are we playing the role of Procrustes?

These, and many other questions, developed more fully to be sure, could bring about some basic understanding which would be helpful in constructing a new high school organization for instruction. This approach would be more meaningful than that proposed by Conant in that it *would* take into consideration the nature of the learner, the nature of the learning process, and the unique needs of particular kinds of communities.

What actually happens to children as they enter the freshman year of high school can be summed up by saying that all will be taught freshman subjects despite the fact that some are capable of performing in some areas at a higher level and others should be having work

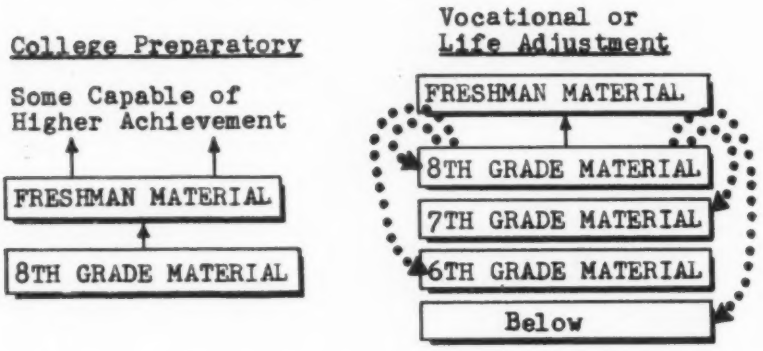
[6] Brink, William G., *Secondary Education Programs*, Encyclopedia of Educational Research (rev. ed.) (N. Y.: Macmillan Co., 1960).

[7] The Ford Foundation Office of Reports, New York, N. Y., June, 1960.

[8] Conant, James B., *The American High School Today* (New York, N. Y.: McGraw Hill, 1959).

at the fifth, sixth, seventh or eighth grade level. Some children will be taught material they know already. Others will not be able to grasp new material without having the background to do so. The situation can be illustrated by the following diagram:

DIFFERENCES IN CHILDREN ENTERING HIGH SCHOOL FROM THE EIGHTH GRADE



Generally the high achievers are placed in classes preparing for college whereas the low achievers are placed in the vocational classes. Many in this latter group are still performing at lower levels in some subjects and will have difficulty in doing the work or in some cases will fail. Some of the pupils in the college preparatory group are capable of doing work at higher levels. Many high schools are able to take care of these children in their "honors" or "advanced" classes.

Realistic Approach in Grouping

Sadly enough, some low achievers are not low in intelligence, but are in this category for a number of reasons among which are poor teaching, health problems, and specific learning problems. Hence, a need for a more realistic approach to grouping students for instruction in terms of continuous progress.

The chief obstacle to such a plan is the existing organization for instruction and the lack of the materials (books, tapes, and records) and equipment (teaching machines, TV, projectors, and tape recorders). While new buildings are a big help, many older buildings can be and have been converted to fit the needs of a program which utilizes such materials and equipment.

An example of how this type of instructional program can be accomplished is discussed in an article by Charles E. Silberman entitled "The Remaking of American Education" which appeared in the April, 1961 edition of *Fortune* magazine. The example does not represent the layout of a particular school, but illustrates the ideas in high school organization which are being suggested in this paper. It represents a group of 53 children whose movements are charted during a school day. First they meet in two heterogeneously grouped classes. From the home room some children go off to cubicles for individual study with books and teaching machines or tape recorders. The rest of the children divide up in three seminars according to intellectual ability. This could also be done in terms of levels of achievement. From the seminars some children move into small discussion groups, led by either a teacher or another student, others go to the large library. This has individual study booths as well as the usual reading room. Some also leave for laboratory work. Eventually all students reassemble in a large lecture hall which can easily be divided into two rooms. Here presentation is made of basic materials to everyone. To this lecture come the advanced students from the lower level, (If this were a group comparable to a sophomore class in high school, then students from the lower level would be freshman students) or students from an upper level (in a graded school these could be juniors and seniors) needing remedial work or drill in fundamentals. This plan would make it possible for various levels of instruction to go on and at the same time permit children of various chronological age groups to benefit by the same instruction where necessary.

While this type of program has not been set up mainly with the idea of a non-graded high school in mind, it supports the idea strongly in that it recognizes the instructional needs of children and provides for an instructional situation based on these needs. Many of the ideas in this plan are being incorporated into the schools of San Angelo, Tex., McPherson, Kans., and New York City. The next logical step would be to drop the grade level designations in favor of the continuous progress plan.

This means that if some children are capable of moving through the high school program in a shorter period of time than the usual four years, they may. On the other hand, if there are other children who need to take longer than the usual four years, they may do so without having to repeat a whole year or the entire content of a subject.

Many principals and teachers in traditional high schools would find these ideas difficult to accept. As Goodlad and Anderson[9] say:

> The American secondary school faces grave ideological and crushing physical burdens. From above and below and from all sides it is being subjected to tremendous pressure. Elementary school policies of acceleration, retardation or, both, do not materially reduce the variation in achievement among those millions of young people moving up to the higher unit. But this fact is not always clear to secondary school teachers.

These also point out that when children enter the first grade there is a range of from three to four years in their readiness to profit from a "graded minimum essentials" concept of schooling. They add that this initial spread increases over the years so that it is approximately double this amount by the time children approach the end of the elementary school.

Progress Is Possible

That this problem has not been adequately dealt with is fairly obvious to all and may be to a large degree the reason why so many children leave high school before completing their education.

If the plan which has been suggested previously seems a giant step there are other ways in which a high school staff could get started on this idea. It could begin with the school principal and the faculty of the freshman class in each high school. If there are 360 pupils there could be three teachers of each major subject; English, math, and history, plus the special subject matter teachers. The teachers could first of all evaluate the children in terms of their actual achievement levels. Ability and achievement levels will fall pretty much into the pattern suggested by the illustration of eighth grades given earlier in this paper. Actual instructional tasks could then be given out on the basis of the actual needs in the situation which would mean that each of these teachers could take specific groups of children and teach them at the appropriate instructional levels. For example, if there was a group reading at fourth and fifth grade levels they could be taught material at this level in appropriate classes. By the same token, if there was a group which could operate at sophomore and junior levels in math, they might very well be moved into sophomore and junior math classes. In this sense the graded structure could be discarded at this level and a beginning made to the complete abolishment of grade levels in subsequent years. Goodlad and Anderson point out the value of this approach. They say, "Many of the most successful nongraded schools began with the first grade and worked upward a grade per year."

This would be a logical approach and would help create a smooth transition between the elementary school and high school. ■

[9] Goodlad, John I., and Anderson, Robert H., "The Non-Graded Elementary School" (New York: Harcourt Brace and Co., 1959), p. 27.

A Firm Foundation for School Board—Superintendent Relationships

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Recent events point to what appears to be a growing incidence of conflict between school boards and superintendents. With frequency one reads of the dismissals and involuntary resignations of superintendents, of the recall of board members, and of special investigations involving conflict between boards and superintendents. While the actual causes of friction are frequently obscured by the prevailing emotional climate, each problem situation seems to include a common element: a lack of agreement on the roles and functions of the board and superintendent.

This suggests that the relationship between boards and superintendents is poorly defined and not generally well understood by either superintendents, board members, or the general public. Boards and superintendents should grasp the earliest opportunity to clarify their roles and functions.

While some successful school board-superintendent relationships exist without the benefit of having mutually defined their respective roles and functions, this relationship is too important to be left to precarious circumstances. This is not to minimize the importance of personality factors, the mutual adherence to certain values, and a commonality of viewpoint. Rather, while the social mucilage that cements successful school board-superintendent relationships is important, the responsibilities of the school board and superintendent are of such magnitude that an additional and firmer foundation is needed. This foundation consists of a clear understanding and consistent observance of those functions reserved for the board on the one hand and those assigned to the superintendent on the other.

A review of those functions reserved to the board and those delegated to the superintendent reveals the lack of a consistent pattern. Partially, this might be attributed to the historical development of school board-superintendent relationships. By law, the local school board has been charged with the responsibility for the general conduct and management of the school enterprise. Early school boards exercised the total management function. Even today in small school districts, boards function in this fashion. However, as the size of the district increased and as the functions become more complex and demanding in terms of the time required and the special competencies involved, boards employed a superintendent.

The functions delegated to the superintendent generally followed a pattern consistent with the felt need which occasioned his employment, varying from assignments which were purely clerical in nature to those involving executive and leadership roles. Despite the fact that, as this relationship developed, much was learned from the board-management experiences of business and industry, a pattern of operation evolved without the benefit of a clear understanding of the relationship that was being created.

The problem today is further complicated by the complexity and magnitude of the total operation. School districts are confronted with problems of buildings, curriculum, finance, staffing, and auxiliary services similar in dimension to those found in large business operations and no less exacting in the degree of expertness required for successful management.

It is small wonder that some boards find themselves in a dilemma. The lay board has neither the time nor the competency to administer the ongoing educational function; yet it cannot abdicate complete responsibilities to a professional staff. It must retain control in the legal sense; yet it must engage the assistance of an executive officer — professional expert — without hamstringing his effectiveness. The board requires information regarding the total function; yet it is impossible without personally performing all functions for it to have firsthand detailed information on all phases of school operation.

Clearly, a conceptual frame of reference is required: the board should assume a role and perform those functions which are consistent with its legal basis and compatible with good operational practice.

In the legal sense, the school board is the constituted authority responsible for the conduct and operation of the schools. It is a creation of the state and represents the state in matters relating to public education in the local district. Although the school board is the elected representative of the local community, its powers and functions are prescribed by state law. While its individual members are free to express opinions and preferences, its authority as a legal entity rests in the majority action of the board sitting in public session.

Subject to the prescriptions of state law, the functions and powers of the board are legislative, quasi-judicial, and executive in nature. While the meeting of the board lends itself to the performance and execution of the legislative and quasi-judicial functions and powers, those of an executive nature can be performed more effectively and efficiently by an executive officer specially trained in educational and management areas. The administration of the educational, business, and personnel affairs of the district involves considerable detail and requires a high level of technical competency. Usually the lay board has neither the time nor the technical training required to perform these specialized functions. Accordingly, the interests of the district and its educational program are served best when the board reserves to itself the legislative and quasi-judicial functions and delegates the executive function to its superintendent.

Under this arrangement, the board performs its legislative function through the adoption and review of well-conceived policies and by taking specific legal action where required. It performs its quasi-judicial func-

tions through hearings where specified by law. In delegating the executive function to the superintendent, it provides direction and conveys intent through duly adopted policies. It reserves the right of reviewing the execution of policy by requiring periodic reports from the superintendent on the operation of policy. As the board delegates responsibility, it clothes the superintendent with a commensurate degree of authority and latitude of discretion.

The authority and responsibility of the superintendent flow directly from, and have their source in, the directions and policies of the board. In a sense, the role of the superintendent is a dual one. On the one hand, the superintendent serves in a direct relationship to the board as its executive officer and policy advisor. He assists the board in its legislative functions by providing advice and information and is involved in its deliberations without participating in its actions. On the other hand, the superintendent serves as the chief administrator of the district and in a direct relationship to the staff and the community. In this role, he functions within a policy framework and is responsible for its implementation.

The operational structure created by such a conceptual frame of reference provides a definitive basis for an effective school board-superintendent relationship. Its application in actual operational situations will reflect the degree to which this structure and the rationale supporting it are accepted and understood. This will be revealed most clearly during the interview and employment stage, during the board meeting, and in situations involving relationships of the board and superintendent with the staff and the community.

The Interview

The interview and employment stage presents probably the first opportunity for boards and prospective superintendents to determine how each views its role and function. School boards should capitalize on this opportunity to consider the applicant in relation to the functions to be delegated and his understanding of the roles of the board and the superintendent. To assume that all candidates possess a desired level of perception in this area is hazardous. Most prospective superintendents seeking their first position bring to the situation little or no experience in the dual nature of the superintendent's role. Although most will have had considerable training and experience in areas involving professional leadership, as it relates to internal operations, few will present a background which assures their understanding of the relationship of these roles.

The prospective superintendent, on the other hand, should approach the interview and employment stage not only with a view of presenting his professional wares but with a purpose of determining the manner in which the school board-superintendent relationship is conceived by the board. This should not be approached with trepidation, but with the realization that his future effectiveness as a superintendent will be conditioned by this early understanding.

Where the role of the superintendent is viewed by the board as being other than an executive and leadership role, his prospects for successful administration are greatly limited. Consequently, only through a forthright appraisal of the board's expectations can he confidently assure his future employers of his unqualified support of and commitment to an understood relationship.

Although the interview and employment stage will be concerned with other factors important to selection, the matter of school board-superintendent relationships should receive major focus.

The board meeting provides an excellent setting to judge how well the operational structure is implemented. It is a truism that the manner in which each conceives its role and function is more fully revealed in the conduct of the meeting of the board than in any other situation. In fact, it is at this time that the board as a legal entity convenes to assume its role as the governing authority of the district and to perform its operational functions. Since the presence of the superintendent should be expected in all cases other than those involving his employment status, the meetings of the board constitute the basic working relationship of the board and the superintendent and as such reflect their conceptions of roles and functions.

The meetings of the board should be conducted in such a manner as to preserve the roles of each. This will be achieved more frequently when the organization of the meeting is guided by duly adopted rules of order and parliamentary procedure and when its atmosphere is businesslike and appropriately dignified. These rules should provide structure to the organization of the meeting and facilitate the orderly consideration of business. Within this framework the chairman of the board is vested with such procedural powers as to assure the effective operation of the board without assuming its prerogatives. The board should work through its superintendent and, through him, his staff. The superintendent should work through the chairman and involve himself in deliberations only at the request of the board.

While the board should be responsive to community and staff feelings and concerns, its rules should provide for their reception in a manner by which the prerogative and dignity of the board is maintained, and the authority and responsibility of the superintendent and his staff are observed.

For consideration of policy changes and other important business, these rules should establish procedures which would avoid actions or decisions made in the face of pressure the convenience of the moment.

The Climate of the Meeting

The orderly conduct of a meeting of the board invites a mutual deference and respect. This will be achieved more consistently when the conduct of the meeting reflects the habit of discipline resulting from the customary observance of agreed rules of order. Such a practice establishes a basis for experiences of effective teamwork. The harmony and security growing from these experiences establish a foundation which builds success upon success. Given this background of experience, the board-superintendent relationship can weather the occasional storm.

The attitude expressed by the board and the superintendent, each to the other, sets a tone for the entire operation of that school district. Where the board and superintendent work together as a team, there is a security on the part of the staff and there is a confidence developed on the part of the community that the actions of each are predicated on reasoned opinion. On the other hand unanimity should not be construed as being the submissive rubber stamp of either the board or superintendent. In the absence of domination, it may reflect healthy agreement on matters where the board is well informed and has been properly advised by its executive officer.

While the superintendent should work for that which he conceives to be in the best interests of the children in the district, in those cases where he does not concur with the action of the board he should support board action and provide it with a fair chance of success. This does not suggest that the superintendent should abdicate his leadership re-

sponsibilities, but rather that he should enforce board action consistent with the board intent, reporting on its appropriateness in actual practice and working for its change in an open and honest way.

Just as the superintendent should feel an accepted part of the team, so each board member should feel himself a committed part of the total board. The more a board member feels himself a part of the board and committed to its actions, the more effective he and the total board become. For it is in its totality that a board has its only legal reality. The inner security resulting from a successful relationship built on mutual confidence and trust makes it possible for each to perform in a more effective way.

While unanimity is desirable, it is more important that the minority opinion supports the action of the majority in operational practice. This will result when the views of the minority are respected. In this situation it will be realized that the superintendent's actions have their source in the direction of the board, in the same sense as the actions of the minority should express the will of the majority.

Diversity on the part of the board itself should not be construed as a divisive thing, but should be regarded as a quite natural phenomenon resulting from the interaction of attitudes and ideas. The enrichment contributed to the discussion by the differing backgrounds of experience of the several board members and staff members can improve the total product of the discussion. When the meeting is conducted within such a structure, the roles of the board and superintendent are more fully preserved.

The Legislative Function

The legislative function of the board is accomplished through the development and adoption of policy and the review of its execution. Since the board should operate through an agenda, the agenda should set the stage for the meeting. Its organization should reflect the purpose of the meeting, as well as the functions of the board and the superintendent. Items requiring board action by virtue of legal necessity or policy formation should be indicated as action items. Agenda items which report on the operation of existing policy and the execution of responsibilities previously delegated should be included for the information of the board.

A tentative agenda should be submitted to board members sufficiently in advance of the meeting date to provide the opportunity to reflect. It should contain facts and information sufficient to keep the board informed and to prepare the members for participation in board deliberations. Moreover, the tentative agenda should contain statements of alternative courses of action together with the superintendent's recommendations.

In the development and adoption of policy, the board creates the basis for administrative delegation. It should be recognized that in order for a policy to be a guide for discretionary action, it must provide intent and direction, and convey authority and responsibility.

In the development of policy, the board should involve the superintendent and, through him, his staff. It should depend on the superintendent for the necessary facts and his recommendations. While the board should expect the superintendent to involve his staff in such studies, the recommendation should come through the superintendent alone, fixing rather than diffusing responsibility for leadership. In all of this, it should be recognized that the superintendent can shoulder this burden only with the specialized assistance and combined judgments of his staff.

The board should regard the review of the execution of policy as its appropriate method of exercising authority and control. The board should be mindful that once policy is made, authority and responsibility have been delegated to the superintendent to execute and implement. It is also important to realize that the authority to execute carries with it the latitude to interpret in practice. The superintendent should realize that his authority to execute policy embraces the responsibility to intrepret board intent and direction with integrity. While he should not create policy in execution, neither should the board countermand administrative decisions which are consistent with policy without effecting the necessary policy changes.

On those occasions where the superintendent has erred in the execution or interpretation of policy, he should freely admit it and work for the necessary revisions. Where the board performs its functions through the development and adoption of policies fully reflecting the intent of the board and conveying authority and responsibility, the administrative function is explicitly delineated.

In a sense the meeting of the board represents the culmination of extensive planning and preparation involving the work and creative thought of many people. This makes it possible for the board to take decisive action based on considered judgment of the information presented.

Relations With Staff and Community

The board is the symbol of educational authority in the local school district. Although members of the board are the elected representatives of the people, board members should realize that individually they properly may not commit the total board. Commitments once made are difficult to retract. In fact, individual members should themselves suspend judgment until pertinent information has been reported by the superintendent.

Nor should the superintendent assume the board's prerogatives by committing the board in the absence of an existing policy or previously delegated authority.

Individual board members should not pose as counselors for staff members. To lend ready ears encourages a vitiation of delegated authority and serves to divide the board and the superintendent. Board members should assure themselves that staff members have observed expected channels of communication. In so doing they will strengthen the board-superintendent relationship, and in the larger sense the entire organizational structure.

The professional orientation of the superintendent should lead him to support the board in its entirety, avoiding playing one board member against another. He should remain aloof from elections involving board members, and in no way should he involve himself in the support of either incumbents or aspiring candidates to the board.

In Summary

The mutual definition and delineation of roles and functions can never be regarded as a panacea, but it should be regarded as having crucial importance. Given the foundation of a well-defined relationship, the mutual adherence to certain values and a commonality of viewpoint become less crucial to the success of this relationship. However, where they are present they serve to strengthen the entire interaction of personalities.

The success of any relationship depends to a great extent on the degree of its acceptance and understanding by those involved. Here this will be expressed by an attitude of mutual support. In the final analysis the greatest strength of the board and superintendent lies not in a display of individual or collective strength, but in a display of mutual support which is radiated to the entire staff and the community. ■

Meeting Problems of the Rapidly Growing School District

P. D. GRAHAM

Mr. Graham is superintendent of the Wayne Community School District, Wayne, Mich.

The identification of school problems that penetrate the consciousness of the lay public too frequently is limited to the shelter needs of children and the shortage of teachers.

While these issues lead directly to "sticky" problems of school finance, including bond issues, problems of debt, teachers' salaries and the struggle with inflationary costs, there are important by-products of the actions on these issues that require the careful attention of administrators and board members. These by-products are part of the overloads on limited administrative staff that go beyond the daily routine of running an educational program.

Wayne is in the center of one of Detroit's most rapidly expanding suburban developments. Six annexations over a period of fifteen to twenty years in the interest of consolidation and reorganization of Michigan schools places Wayne's thirty square miles and 13,000 children fifth in size in Wayne County and seventeenth in size in the state. Membership increases approximately 10 per cent per year. Thirty-seven classrooms have been constructed on the average each year for ten years. This school construction program, including operating millage, has constantly had community support.

Eighty New Classrooms in 1960

The end is not yet in sight inasmuch as two thirds of the suburb's land area is still to be developed. Eighty classrooms were opened in 1960, and one hundred new teachers had to be found in a short market. Per pupil evaluation in round figures is $9,000 and continues to decrease as membership rises more rapidly than property values. State support has shifted from 75 cents of each dollar to approximately 50 cents of each dollar, with increasing burden on local support.

What are some of the important by-products of this condition that represent time consuming efforts of the staff and board members which must accompany growth if an acceptable program of education is to be achieved?

Various Problems Arise

The following represent problems and issues requiring action of the administrative staff of the board:

1. At all levels some analysis is going on with respect to the administration's perspective of the community's educational needs for the uncharted period of the sixties.

2. There has been a shift in emphasis on school planning from the pattern of having an architect present his plans to the board to the pattern of having the school staff and community leaders prepare carefully worked out functional educational specifications for the architect. A new senior high school has involved some 200 people in this approach.

3. Saturation studies of land areas to determine future school sites and other studies to estimate potential land use in relation to the type, size, and kinds of schools which will be needed as the remaining two thirds of the area develop are also being carried on. Two studies have been completed in relation to this problem, and an almost day to day analysis is being followed for adjustment purposes.

4. Over the past ten years available funds have been channeled largely into instruction and almost by force of necessity compelled the areas of administration, maintenance, and capital outlay to lag in development. The problem here not only concerned finance, but the needed staff reorganization because of the district's growth.

Two direct approaches to this problem were initiated:

a) Clerical and maintenance job analysis and salary study by an outside consulting firm.

b) A short term team study of administrative structure and future needs by the University of Michigan and Wayne State University.

The immediate problem is one of implementation of change while traveling at missile speed on every day problems of management.

5. How does the district meet the attending human relations problems of absorbing 7000 people that have come to the district in the past two years? How does the district adapt to the impress of 6000 homes in scattered subdivisions with all combinations of rumor and assumption that run the gamut of faulty communication and understanding?

District Newcomers Orientated

Each principal is delegated an obligation in this area with his staff. An effort is made to create an awareness of the problems of the newcomer. Important policies and practices of the district that may differ from those of the sending district must be interpreted. PTA's are alerted to watch for a new neighbor. Parent groups are initiated early in the midst of the opening details of a new school. Home-room

mother groups, largely advanced on a social basis at first, are encouraged. Parent conference time is used for further identification and to gain mutual acceptance and confidence. Stepped up programs of orientation from the elementary to the junior high and from the junior high to the senior high are pursued, both with students and parents. Shifting patterns of schools organization need interpretation. Wayne has moved from a 6-2-4 to a 6-3-3 over a period of three years with little or no interruption and with good community acceptance.

These and other approaches will only be accompilshed to the extent that there is an enlarged perception of the principal and other administrators regarding the problem. This cannot be done by memoranda alone, but must be followed by time consuming interpretive actions in meetings.

Other avenues of approach to the problems of the newcomer concern cooperative contracts with subdividers, news releases, and meetings with new civic associations which often form immediately to exert pressure on all areas of new community needs.

In addition to this is the item of working closely with other governmental units.

New Teachers Recruited

6. How does the district handle the care and feeding of potentially new teachers?

a) A carefully prepared and attractively designed recruitment booklet is widely distributed to training institutions with convenient feedback cards of inquiry.

b) An enlarged student teacher orientation program was co-operatively developed with the University of Michigan and Eastern Michigan University. By prearrangement and planning some 45 trainees have contact with the central office staff prior to going into classrooms. Meeting the superintendent and six or seven other central staff people, students are briefed on the total school district, population characteristics, economic and social implications, size of the district, membership program intent, and services available to teachers.

Occasionally a bus tour of the school area adds to the physical concepts of buildings and locations. Principals of assigned schools are invited to attend. Teachers are distributed to buildings and oriented there regarding the local school organization, and then proceed to the classroom. Beyond individual classroom experience in practice teaching, opportunity is afforded to observe activity that goes on in a principal's office.

This procedure is later evaluated with the student teachers and has encouraged students to apply for placement in Wayne who might not otherwise have done so. Obviously, this experience pattern should be followed for all teachers, and aside from brief preschool orientation meetings, the student teachers conceivably could know more about the district than the veteran teacher.

c) A vigorous and active curriculum council, representing all educational level functions, was organized to help identify problem areas, initiate research on problems through study committees, and review and recommend improvement or changes in patterns of school programs from kindergarten through adult education.

Similar councils are under development in the areas of administration, budget and finance, and personnel.

Training Programs Initiated

7. In-Service Training programs have been stepped up.

a) Released time through the year for all school meetings on problem areas of curriculum is provided.

b) Extension of conference attendance and participation by teachers has been done.

c) Special training sessions, such as science and math workshops on a K-12 basis, have been initiated. Sixty teachers met through two semesters with a team of specialists from Wayne State University. The board paid their tuition, granted $7.50 per credit hour earned, and also paid them for time spent in this program. Important issues concerning continuity of instruction from K-12 which should add up to a better service to children was an important outcome.

8. Emerging needs in patterns of adult education prompted the board to appoint a full time adult education director.

9. An across the board testing program was introduced to move toward improved quality control.

10. Guidance and counseling increases at the high school level were made and extended into the junior high schools.

11. The importance of having assistant principals in schools over 700 in membership was recommended but not implemented as yet because of finance.

12. Budgeting procedures have been refined with more responsibility placed on local schools and principals.

13. Present office space is exhausted and determinations must be made on next steps. The central office space is rented space.

14. Study is needed on internal systems and controls, records and record retention. A review of timing with respect to certain improved machine operations becomes an issue in this district. The whole election procedure must be revamped and precincts redistricted to more properly serve the voters.

Orderly Change Important

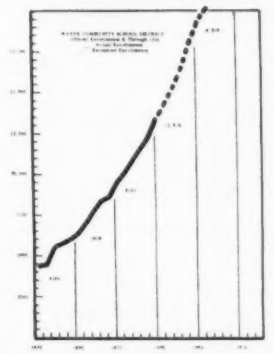
These are only examples of some of the details to be embraced as a small district moves from primitive state to big business. How to accomplish these in time to meet orderly change is frequently not understood by the boards who are harrassed by bonds, budgets, and buses.

Obtaining the staff, the time, and the funds to meet these needs is a critical problem. Overloads of work (which often breed inefficiency), finding new sources of revenue or resisting the pressures for expansion of service, are the areas of choice of boards of education and administrators in those small districts that are suddenly confronted with a flood of "raw material" that cannot be delayed in "processing." ■

In a report to taxpayers, the graph below demonstrates the increase in enrollments and the list of building projects detail the many phases of the district's building program.

10 BIG YEARS

YOUR TAX DOLLARS AT WORK SINCE 1950!



WAYNE COMMUNITY SCHOOL DISTRICT
WAYNE, MICHIGAN

School Building Construction Progress, 1950-1960

School	Year	Architect	Construction Costs	No. Cl.	Sq. Ft. Cost	Remarks
1. Adams	1950-51	G. D. Mason	$ 504,818.86	22.5(1)	$ 10.75	Add. Cl. Rms., M. P. Rm.
2. Washington	1950-51	G. D. Mason	306,686.71	15.5(1)	10.00	Add. Cl. Rms., M. P. Rm.
3. Wayne Memorial High	1950-52	G. D. Mason	1,867,183.00	140,400	10.10	New Building
4. Cady	1952-53	G. D. Mason	127,112.15	9,615	10.30	Add. Cl. Rms.
5. Walker	1952-53	G. D. Mason	100,622.71	9,715	10.04	Add. Cl. Rms.
6. Harvey	1952-54	Yamanaki	35,176.96	3,000	12.30	Dwelling Type
7. Garfo	1952-54	Yamanaki	37,764.00	3,071	12.20	Dwelling Type
8. Taft	1952-54	Yamanaki	79,660.00	6,615	13.45	New Building
9. Norris	1954-56	G. D. Mason	232,375.00	12,384	19.75	Add. Cl. Rms., M. P. Rm.
10. Hoover	1954-56	Ashcraft	79,385.00	5,007	16.00	New Building
11. Taft	1954-56	Yamanaki	107,136.24	9,500	12.05	Add. Cl. Rms., M. P. Rm.
12. Adams	1956-57	Yamanaki	871,390.00	66,015	14.00	New Building
13. Cady	1957-58	G. D. Mason	107,958.00	7,680	14.00	Add. Cl. Rms., M. P. Rm.
14. Minn	1957-58	Ashcraft	90,179.10	8,320	13.54	Cl. Rms., Play Area
15. Schweitzer	1957-58	Yamanaki	688,782.00	39,960	15.00	New Building
16. Haralson	1957-58	Ashcraft	148,281.50	10,615	14.34	New Building
17. Taft	1957-58	Yamanaki	220,677.06	15,750	14.00	Add. Cl. Rms. & Adm. Office
18. Wilson	1957-58	Yamanaki	486,948.00	30,000	17.32	New Building
19. High School Addl.	1957-58	Eberle Smith	170,144.00	22,944	24.52	New Building
20. High School Pool	1957-58	Eberle Smith	320,619.00	15,040	22.52	New Building
21. Kettering	1958-59	Yamanaki	686,956.15	32,200	15.40	New Building
22. Horizon	1958-59	Yamanaki	458,122.82	26,760	17.26	New Building
23. Franklin Jr. High	1958-59	Yamanaki	1,214,143.66	73,150	16.00	New Building
24. Edison	1960-61	Wirth & Harman	436,361.00	25,005	15.55	New Building
25. Ellison	1960-61	Smith & Smith	461,865.00	32,961	13.33	New Building
26. Kettering	1960-61	Yamanaki	132,527.00	*520	16.00	Add. Cl. Rms.
27. Marshall Jr. High	1960-61	Yamanaki	1,443,567.00	90,630	15.10	New Build ng
28. Wilson	1960-61	Yamanaki	262,186.61	16,575	16.00	Add. Cl. Rms.

*Teaching Stations

Public School Budget Hearings

CHARLES BRACKEN and W. A. STUMPF

Convincing the taxpayers of the necessities required to operate public schools becomes an increasingly difficult task. In this article two budget experts explore the world of budget hearings.

Dr. Bracken (left) is with the department of education at Kansas State University, Manhattan, Kan.; Dr. Stumpf is with the department of education at Duke University, Durham, N. C.

Convincing the public of the necessities required for operating the schools as these needs are presented in the public school budget is becoming an increasingly difficult task for school officials. This should not be considered surprising as a close parallel exists between the mounting costs of education and public resistance to increased taxation. It should, however, indicate to school officials that the need for improved budget presentation and interpretation practices is a matter of growing concern.

Some school officials do not favor public hearings on the public school budget; consequently, participation in budget planning is confined to the board of education and its employees. Since the school budget is the expression of the school's policies in operation, and since it also expresses the educational plan, the expenditure plan, and the financing plan, it is not only politic but also wise to invite the public and to encourage the people to participate in reviewing the budget prior to its adoption. Support of this position is given by Burke in the following statement: "Regardless of the legal requirements every effort should be made to arouse public interest, study, discussion, and suggestions before the budget is finally adopted by the body having the power of approval."[1]

[1] Arvid J. Burke, *Financing Public Schools in the United States* (New York: Harper and Brothers, 1957), pp. 32–33.

The requirement of a public hearing virtually implies some sort of a budget message to introduce the document to that portion of the public attending the hearing. Through the use of a budget message school administrators can describe the public school budget to the community in whatever detail they desire. For example, the use of a budget message to present a statement of the educational program is seen in the 1959–60 budget message of the Richmond, Virginia, City School District:

> Provision is made for continuing the expanded instructional program in the areas of mathematics, science, foreign language, guidance, and special education that necessitates the employment of 29 additional persons at a cost of $138,335. Additional personnel to be employed to service this program are 6 co-ordinators, consiting of 1 in science, 1 in mathematics, and 4 in guidance; 4 counselors; 8 elementary language teachers; 5 special education teachers; 3 school psychologists; 2 secretaries to service the expanded program; and 1 statistical clerk. Increased provision is also made here for summer counseling and curriculum workshops.[2]

Another example of the use of a budget message to explain budget increases is seen in the budget message of the Corning, New York, City School District:

> Last year's budget (1958–59) did not increase because the large salary increase was covered by one year expenditures involved in the opening of the new elementary schools the previous year (1957–58). This condition no longer exists and the additional staff and mandated salary schedule increments must come from increased local taxes.
>
> These budget increases have been caused because:
>
> 1. Twenty-three additional teachers must be hired to staff the classrooms to handle the students at high school levels.
>
> 2. Additional transportation costs are necessary to bring seventh and eighth grade students to school during the middle of the day.
>
> 3. An expected increase of 400 pupils in the school system.
>
> 4. No increase in state aid even though costs to operate the schools continue to rise.[3]

[2] School Board Budget, City of Richmond, Virginia, 1959–60, p. ii.

Despite the fact that the budget message is a medium through which every item in the public school budget can be explained and justified a study of available literature reveals that few, if any, authorities have examined practices relating to the budget message employed in presenting budgets. Because the use of a budget message is one technique for presenting and interpreting the public school budget to the community, the practice of administrators with regard to presenting the budget message to the public in advance of the hearing is included in this discussion.

A Recent Study of Budget Messages

One of the authors recently made a nationwide survey of existing practice relative to the preparation and presentation of public school budget messages. A section of the questionnaire mailed to superintendents in a sample consisting of 300 cities having 10,000 or more in population, was designed to ascertain school administrator practice relative to the presentation of the school budget at general public hearings. Usable replies totaled 156.

The ensuing discussion will treat in some detail only those items which dealt with practice relative to general public hearings. However, as the budget message is referred to in connection with general public hearing practices, it is significant that 92 per cent of those participating in the survey believed a formal budget message to be desirable.

Should the Taxpayer Be Told

Public education, although legally a state function, is supported by revenues from local, state, and federal sources. Of these sources, however, recent research[4] shows that approximately 57 per cent of the total revenues, which exceed $10 billion annually, are derived from local sources. Since this percentage

[3] The Budget of the Board of Education, City of Corning, New York, 1959, p. iii.

[4] Clayton D. Hutchins, "Recent Trends in School Revenues," THE AMERICAN SCHOOL BOARD JOURNAL (Jan., 1958), p. 30.

represents an amount in excess of $5 billion which is extracted from the pockets of local tax payers to support their schools, it is little short of astonishing that school officials do not hold public hearings at which tax payers' views on the school budget could be aired. Yet, more than 31 per cent of the responding superintendents referred to above said that they do not hold such hearings on the public school budget. Despite this indication of complacency on the part of many superintendents in regard to the holding of public hearings, it is encouraging that more school systems hold such hearings on the budget than are required to do so by law: in 62 per cent of the cities studied the law required hearings, but 69 per cent actually held such hearings.

In 53 per cent of the school systems studied, the public is notified of the budget hearings by means of newspapers, radio, television, and notices in the schools. If the dissemination of budget information was an objective of the notices employed, and one may presume it was, many of them were inadequate in this respect. For example, approximately 60 per cent of the notices used contained little information about the budget except the time, date, and place of the meeting at which the budget was to be presented. Furthermore, statements such as "major budget items," "a detailed breakdown of the budget," "significant changes from the previous year," and the like were reported in but 31 per cent of the public hearing notices. The remaining notices were simply "published as required by law," whatever that may mean in specific instances. Perhaps, however, the rather formal published notice, whether required by law or not, need be no more complete than is necessary to let anyone interested know that there will be a hearing somewhere, sometime.

Procedures going beyond the meager formal published notice which were reported by a majority of the systems include apprising the public of the contents of the budget in advance of the public hearing (72 per cent) and distributing copies of the budget to the public (64 per cent).

When the public is apprised of the budget contents in advance of the public hearing, newspapers are employed by most school systems (70 per cent of those responding). Some newspaper stories about the budget, especially if controversial expenditures are involved, may occupy several columns of fact, comment, and even slanted treatment pro or con, with additional analyses in subsequent newspaper editions. When no conflict exists, the following may be considered a typical news story:

> A proposed budget for operation of the Manhattan school system only a fraction of a mill higher than for this year was announced today by Supt. W. C. Robinson.
>
> Robinson said the proposed budget calls for a levy of 30.80 mills compared to 30.62 for this year's operation. He pointed out, however, that the levy is based on an estimated assessed valuation and the levy might change slightly when the final valuation figures are received from the county.
>
> The proposed 30.80 levy will provide a budget of $1,306,000 for operating the school system compared to $1,192,489 in the current budget.
>
> The increased amount of money available will take care of additional expenses in the growing sechool system.
>
> The extra money is needed for:
>
> Added classroom facilities at Northview school;
>
> Increased instructional costs of adding teachers in the elementary, junior high and high schools because of higher enrollments;
>
> Heavier maintenance and supply costs because of more classrooms;
>
> Salary increases for the regular staff of about 215;
>
> Cost of initiating textbook rental program (estimated at about $15,000);
>
> Salary of a director of secondary curriculum employed for the first time;
>
> Cost of starting retirement of bonds for construction of new Northwest school.
>
> The new budget is based on an estimated assessed tangible valuation in the district of $31,790,789 compared to $28,188,336 yast year.
>
> The total levy includes 20.6 mills for the general fund, 8.40 for bonds and interest and 1.80 for the building fund.[5]

In regard to the public distribution of budget copies, it was surprising that more than 34 per cent of the responding officials said that such copies were distributed only "on request." Compared with the on-request method of distributing information, however, considerably smaller percentages were reported for other methods of placing copies of the budget in the hands of taxpayers, such as by mail, by student distribution, by paid or unpaid publication in newspapers, and at public hearings, meetings of civic clubs, Parent-Teacher Associations, and the like, the percents varying from 17 to 2 per cent.

In connection with the copies of the budget that are distributed to the public, approximately 49 per cent of the administrators believe that the average layman will not or does not understand the technical make-up and vocabulary of the formal budget as do the members of the school board. Consequently, these officials prepare a special budget copy for laymen to enable them to better understand the document. In these cities the chief difference between the budget that is distributed to the public and that distributed to the board members is that less technical language is used in the former. For example, the following excerpt, from a widely publicized Green Bay, Wisconsin, public school budget, clearly illustrates the use of nontechnical budget statements for improved understanding of the document:

[5] *The Manhattan Mercury*, Manhattan, Kans., July 12, 1960.

DETAILED ANALYSIS OF MAJOR DIVISIONS

. . .

INSTRUCTION

1955 BUDGET

. . .

This Year	$1,692,243.00
Proposed	$1,750,517.00
Increase	$ 58,274.00
% of Increase	3.4%

The big increase in the 1955 budget will be found in the Instruction account which must provide for the salaries of 327 teachers and principals, 17.5 clerical workers, and 2 assistant librarians. As previously pointed out, ten and one-half teachers were added this year, and it is estimated that seven more will be needed next September. Provision for one additional clerk to serve the two senior high guidance departments has been made in the Instruction budget. Additional funds have been allotted for the purchase of textbooks, library books, and supplies for approximately 300 additional elementary pupils. High school library book budgets have been slightly reduced in anticipation of reduced enrollment next fall.

Budget allowances for school library purposes amount to $13,550, but of this sum, $6,575 will be returned to the Board of Education by the State in library aid.

To meet the need for an improved salary schedule for teachers, the Board of Education has placed the sum of $27,500 in the Instruction budget. The proposed adjustments in the teachers' salary schedule would become effective in September, 1955.

The budget allowances for supplies of instruction have been increased in a few categories and decreased in others. The aggregate amount of these items is slightly higher than for last year. Included under Instruction we have a total of $26,025 for the purchase of high school textbooks, rental books and supplies for resale in the high schools, and workbooks for resale in the grade schools.[6]

On the other hand, it was apparent that officials in other cities are of the opinion that laymen can understand the budget as well as the members of the school board. In these cities there is no difference between the budget presented to board members and the budget presented to the public.

It has been mentioned earlier that the use of a budget message is one technique for presenting and interpreting the public school budget to the community. As such a message, consisting of explanatory and interpretative material, enables the budgetmaker to present his educational and financial proposals to the public in language and terms which they best understand, it was startling to find that more than 50 per cent of the responding officials do not distribute copies of the budget message to the public. In an additional 10 per cent of the school systems, officials report that distribution of the budget

[6] Ann Weizenegger, "Translating the Annual School Budget," THE AMERICAN SCHOOL BOARD JOURNAL (Oct., 1955), p. 58.

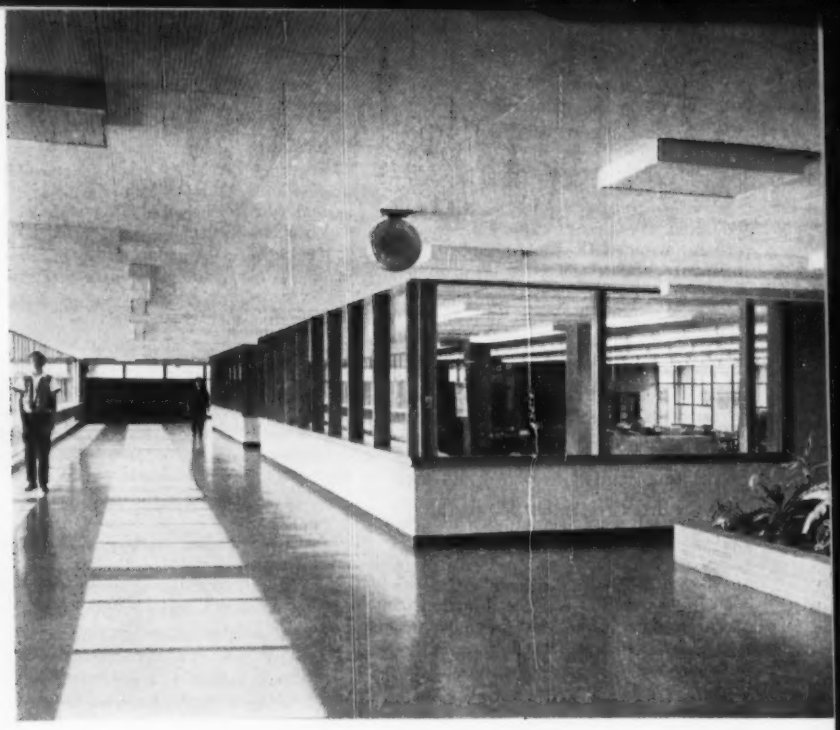
(Concluded on page 40)

The School Plant

A thoughtful and down-to-earth approach regarding modern school architecture and the learning process is presented in the October SPECIAL REPORT. Present trends such as the controlled environment school and the school-within-a-school approach are reviewed from all sides by the author.

Other articles included in the SCHOOL PLANT section of this issue are a photo story of the Niagara-Wheatfield (N. Y.) High School designed by architects Perkins and Will, an article on how citizens can aid in school planning, and a check list on evaluating movable school furniture and equipment.

Notable New Schools, a regular feature of the magazine, is also presented along with other reports of interest to school administrators and board members.



Niagara—Junior-Senior

JAMES LOTHROP

The Niagara-Wheatfield Junior-Senior High School in Lewiston, N. Y., is the result of a recent centralization of a number of common school districts east of the city of Niagara Falls in Niagara County, N. Y. Before that time, high school students from these districts had been sent to Niagara Falls city high schools. As part of state education policy, such tuition arrangements were no longer approved and the outlying districts were required to build their own high schools.

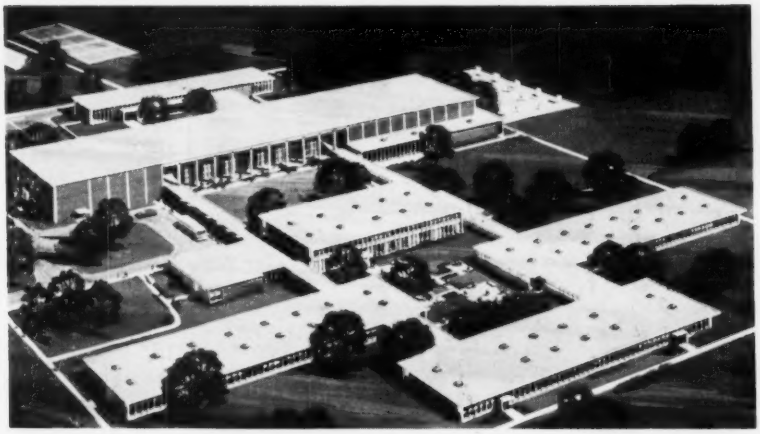
There are at present between 1400 and 1600 junior and senior high school students in the district. As the district is developing rapidly as a residential area for persons employed in the nearby city, it is anticipated that the high school population will increase rapidly.

The site for the present high school is at one side of the district; as the high school population increases, it is the board's intention to buy another site at the other side of the district on which to erect a new junior high school. At that time, the present plant will then become the senior high school only.

Because of the expectation that at some future date the district high school will have to offer the trade and industrial courses for which students still are accepted at the Niagara Falls Vocational School, it seemed wiser to concentrate all secondary pupils in one school.

It was desired to maintain small school atmosphere and personal relationships in the school despite its bigness.

Niagara-Wheatfield Junior-Senior High School accommodates 1600 students. It is located on a large, 85 acre, rolling site opposite the New York Indian reservation. Outdoor physical education facilities have



Architects' model of Niagara-Wheatfield Junior-Senior High School. Located on a large, 85-acre site, the school accommodates 1600 students. Architects were Perkins-Will, Chicago, Ill., and White Plains, N. Y.

Wheatfield High School

Open courtyard (above) provides recreation area for the students. The cafeteria (below) has a variety of table shapes. The tables can be removed with ease to give students a place for activities when the auditorium and gymnasium are in use.

been incorporated economically by setting the building far back, thus using the natural site to full advantage for sports and scenery.

The small school atmosphere has been achieved by the school-within-a-school design. There are three almost identical academic units, each accommodating approximately 550 students. While the school serves as both a junior and senior high school, one academic wing will be for 7th and 8th graders, another for 9th and 10th, and the third for 11th and 12th year students. The children will thus become well acquainted with their own age groups. When the new junior high school is built and this school becomes the senior high school only, division will cease and 10th, 11th, and 12th grade students will use all wings. Each pupil will spend between 40 and 50 per cent of his class time in his own grade group for all three years, but will circulate to science, art, shop, physical education and cafeteria areas, thus meeting and working with students of the other groups.

Ease of expansion is apparent

throughout the design. All academic units are "open ended"; two on one side, and the third on both sides. At the other end of the building is the arts and industrial arts area with ample room for expansion into a complete trade and industrial program if and when this becomes desirable. The science-commerce-library unit may also be expanded to the south as either a one or two story unit if such expansion is desired. The buildings have been placed on the site to achieve any and all expansion without marring the original design layout.

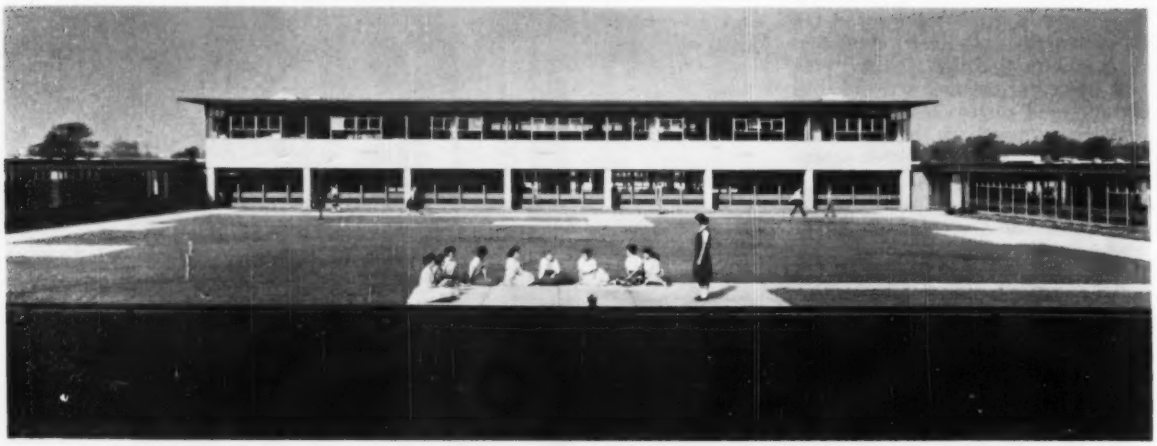
Corridor areas between the three classroom buildings have been broadened to provide convenient student centers.

The auditorium seating 700 can be used by the junior or senior high schools separately or together, and eventually will be used by the senior high school alone.

The gymnasium with folding seats on the main floor as well as retractable bleachers will accommodate approximately 2000 persons. The cafeteria is designed and equipped to encourage socializing by the students. The variety of table shapes and the ease with which they may be removed give students a place to linger or to use for activities when the auditorium and gymnasium are in use. Cost of the school was $3,886,392 for 186,587 square feet of building. ■

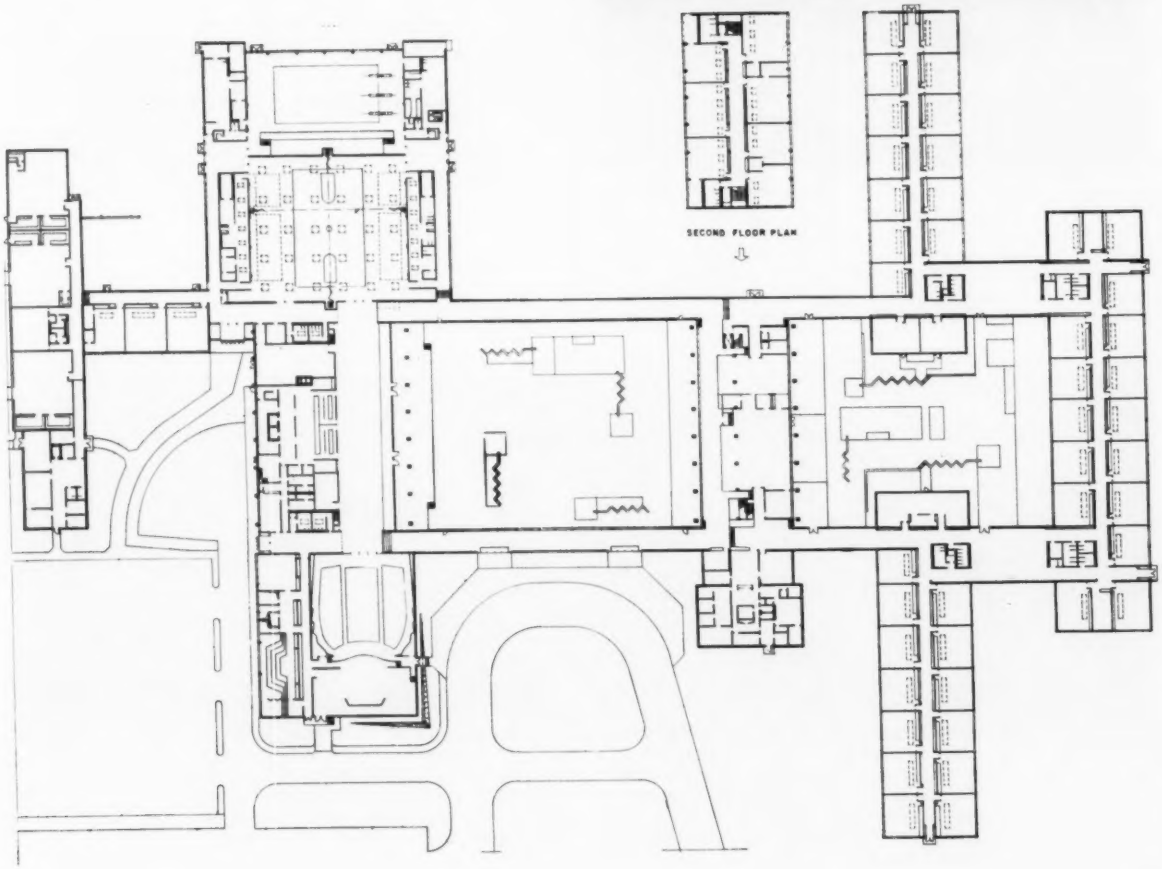
Mr. Lothrop is with the firm of Perkins and Will, architects, Chicago, Ill., and White Plains, N. Y.

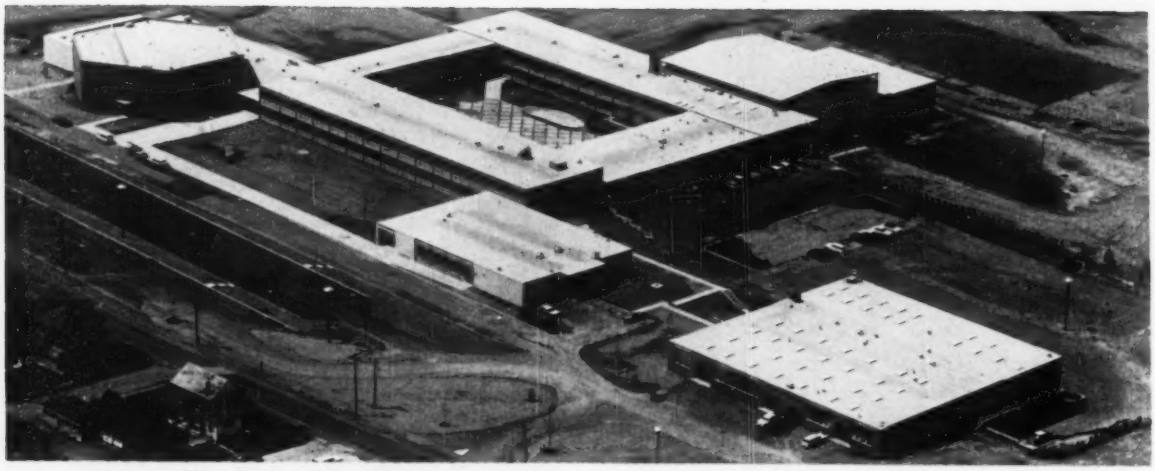
A large swimming pool (above) is part of the physical education features of Niagara-Wheatfield Junior-Senior High School.



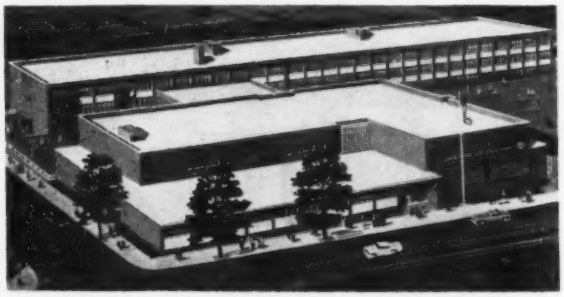
(Above) A science laboratory has enough floor space to be used for lectures. (Upper right) The auditorium of the new high school has a seating capacity of 700. (Right center) The industrial arts-crafts room, like the science laboratory, has lecture space as well as room for working on projects or experiments.

(Below) The floor plan.





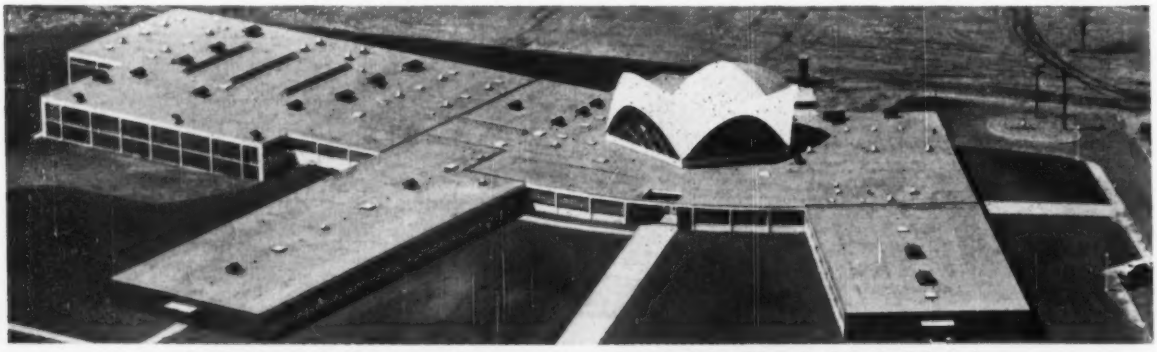
The Easton Area Joint High School in Easton, Pa., which opened last September, houses 1800 pupils. One feature of the school is its school-within-a-school design which is being planned for use on a year-round basis. Classrooms also feature a flexible approach in construction with soundproof removable walls to permit variation in classroom size for the school's team teaching program. The $5 million school was designed by Easton architect Hugh Moore, Jr. Easton superintendent of schools is Edward Tracey.



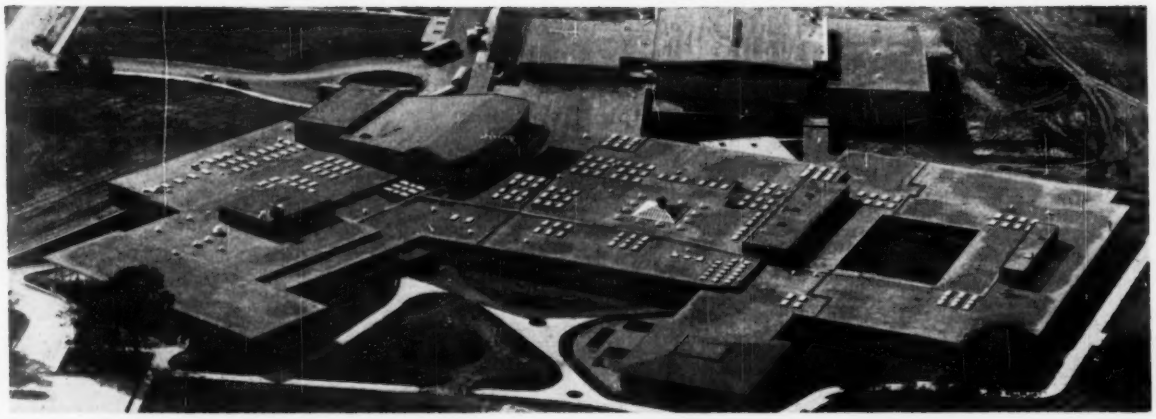
Brown and Guenther, New York City architects for the John Dwyer Junior High School in Bronx, N. Y., solved the problem of an irregular site by designing a five-story classroom building, a three-story building for the auditorium, gymnasium and band and music rooms, and a connecting link to house administrative offices and the cafeteria. The $3,680,000 school will be completed in September, 1962, and will house 2330 pupils.

Notable New Schoolhouses

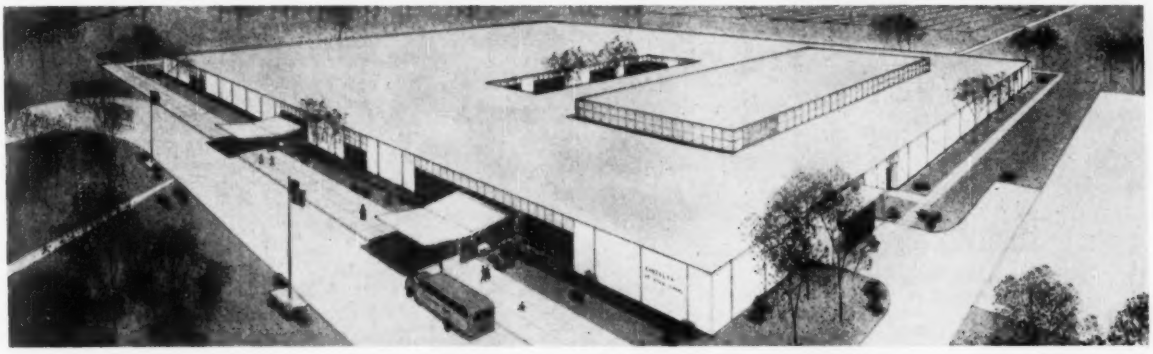
school building scrapbook



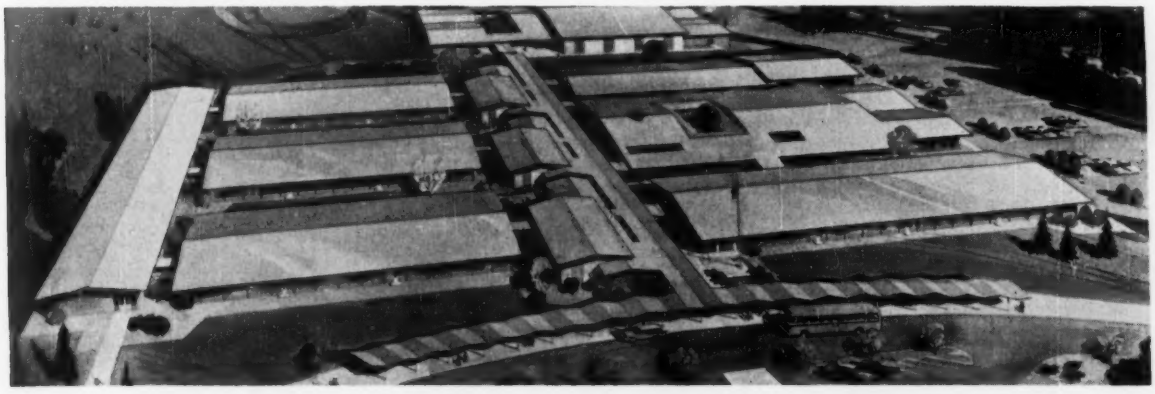
Employing the basic concept of the campus plan by uniting the various elements into a single school building with protected circulation, central maintenance operations and administrative control, architect Frederick Vance Kershner of Tulsa, Okla., designed the $1,169,000 Nimitz Junior High School in Tulsa. The school is of reinforced concrete frame construction and has a thin-shell hyperbolic paraboloid roof over the auditorium. The two jutting wings house classrooms. The school was opened last September.



A building of one-story modular construction is the Deerfield High School in Deerfield, Ill. Designed by architects Loebl, Schlossman, and Bennet of Chicago, the school comprises seven areas academic section, library, cafeteria wing, music and industrial arts, auditorium, administrative area, gymnasium and swimming pool. The $4,500,000 school was built at a cost of $14.19 per square foot. Future additions will enable the school to handle an enrollment of 2000. A. E. Wolters is superintendent of the Deerfield school district.



One plan and design will serve for the construction of two schools, the Parkland Rockville, Md. Sheduled for completion in the fall of 1963, the schools will have a new classroom arrangement to test the economies of a more compact system of airconditioning and heating. Most of the classrooms will have no windows. It is estimated that the buildings will cost about $1.7 million each. Architect Rhees Burket designed the schools which will provide facilities for about 1000 pupils each.



A $2,440,550 high school will be completed in July, 1962, for the Clover Park School District 400 in Tacoma, Wash. The school will have 65 teaching stations and a capacity of 1500 students. It follows the school-within-a-school concept. Donald F. Burr and Associates, Tacoma architects, designed the plant. T. Olai Hageness is superintendent of the Clover Park district.

School Architecture and the Learning Process

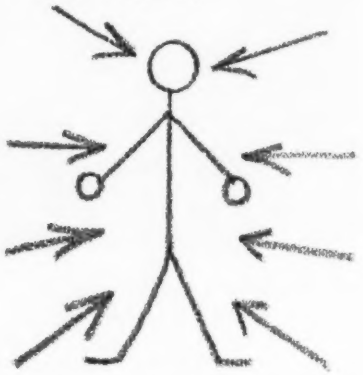
LEROY C. OLSEN

Dr. Olsen is associate professor, school of education, Washington State University, Pullman.

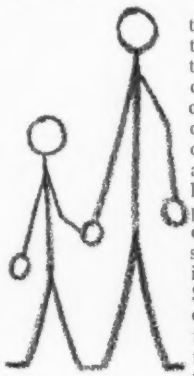
The literature available on learning contains little that contributes to the knowledge of school architecture or the setting in which learning occurs. Many people are familiar with laws or principles of learning, learning theories, educational objectives, principles of growth, problems of childhood and adolescence, and factors that influence learning. The laws of learning such as exercise, readiness, effect, and the factors that influence learning such as motivation, interest, practice, attention, and incentives are discussed without any reference to building design. There is a limited amount of information available on conditions within a room or building, but even this is controversial.

The first point to be considered is the atmosphere which the school building provides for learning. This appears to be a major function of the school building and one that it can contribute to in the learning process. Looking at some of our new schools the question arises, can too good an environment be provided for learning? Research evidence from learning and personality theory shows that a child who is seldom blocked or thwarted in the process of growing and developing, who grows up without ever having to overcome any obstacles, and for whom everything is made very easy often breaks down when he is faced with problems to solve or adjust to in adult life.

This is not to advocate that obstacles be placed in each child's path just so he will be thwarted or blocked; neither is it to advocate that all obstacles and thwarting should be removed. The point is, can the school building through its design, rooms, and arrangements provide too good an environment or atmosphere. Can the atmosphere of the school building be so good that there is no challenge to the student, no problems to solve or overcome, and everything is available and ready whenever it is needed. Just as a teacher may provide so much guidance in the learning process that he destroys the initiative of the student, is it also possible that the school building can provide such a good atmosphere that it influences learning adversely or negatively.

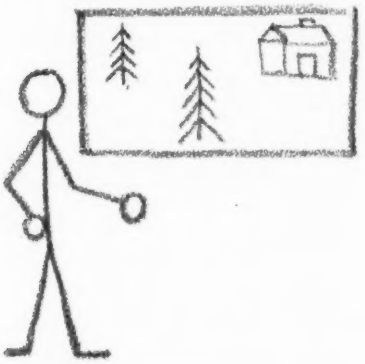


On the other hand can the school produce too intense a motivating situation? Is it possible for the student, beset on every side by some stimulating condition to be over-stimulated? In the use of design, colors, arrangements, objects, and space can the student be stimulated to the extent that he becomes negatively adapted to the stimuli within the environment. When a person is constantly exposed to certain stimuli, negative adaptation can set in to such an extent that the person does not notice the stimuli, or is no longer influenced by them. A few examples of negative adaptation will help to illustrate this point. When a person first wears glasses, or a wrist watch, he is very much aware of it, but after a short time he is no longer conscious of it and the sensation disappears. Is this an important factor in the matter of building design and its relation to learning? The assumption that a certain stimulus or set of stimuli should be influencing learning, but negative adaptation sets in, and the stimuli no longer contribute to the learning process or affect the person concerned.



Another point that needs attention is the process through which the child's sense of security is reinforced or developed. Children need routine and they need to know what to expect in order to develop a sense of security and a feeling of belonging. Should young children be provided for in a single room, a room in which facilities are available for every subject, or should they be moved from room to room and from teacher to teacher? Children need the experience and the security

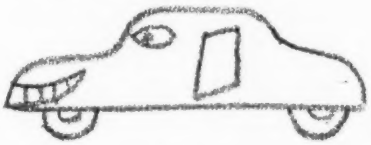
that comes with one teacher and a single room. In the early school years this room needs to be well planned and designed with a built-in situation that to some extent compares with the home, and which aids in the development of a sense of security and a feeling of belonging. As the child grows and develops he still needs this feeling of belonging and security, but less so than previously. This means that buildings and rooms should be modified or designed in terms of development and learning rather than simply in terms of size.



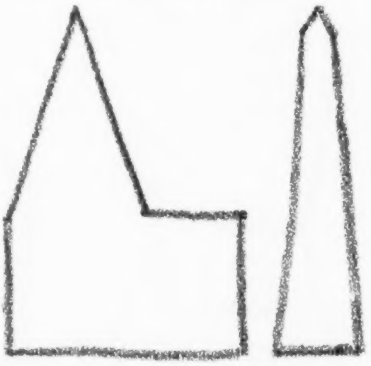
The Sterile Classroom

Much is said today about what could be called a "sterile classroom" where temperature, ventilation, humidity, and many other factors are automatically controlled. The classroom lacks windows, or has windows made of glass bricks, or windows that look out on blank walls. What happens to the child who has been studying for a period of time and wants to get up and sharpen his pencil and look out the window? Children need this kind of a break or opportunity of change in order to re-establish within themselves that the kinds of things that exist outside the classroom are still there. They need to know that they can still sample them when they get out of school, and that they are still there to enjoy. The child needs to re-affirm in his own mind that what exists outside the school is real and is still available. What happens to the child when there are no windows to look out? It is doubtful if the learning situations following such an experience are enhanced or facilitated. We know that children need a constant form of re-assurance, not only in learning, but also in whether they are doing the right thing, doing things they should, as well as the re-assurance that the things they know in the environment outside of the school are still there. Can this need for re-assurance occur in a sterile atmosphere and can the child develop the much needed sense of security in such a climate?

This need to observe and re-assure oneself of that which exists in the environment also relates to perception. Perception is basic to learning; deliberate cultivation and training of perception are necessary. The development of perception in children requires the presence of appropriate and natural objects so that correct habits of perceiving adequately are developed. Each person must live in a world of natural objects; this is the real world. Perception of natural objects, their nature, quality, and form are especially important in the development of perception in children. Esthetic perception is also important, and each child must learn to see that which is beautiful in the environment. If our children are educated in environments that include objects that are natural, appropriate, and beautiful, they will develop an appreciation of these objects for later life. Related to perception, but not necessarily to school design, is the following example which may illustrate the point. Today many children's books are found that include distorted pictures of animals, people, buildings, trains, cars, and trees; the development of perceptual adequacy must be seriously questioned in the case of these materials.



The child needs re-assurance and he needs to have the opportunity to perceive things as they are in nature. The senses and sensory impressions are important in perception and in learning. The use of the senses (visual, auditory, kinesthetic) differs according to each individual and the task to be learned. What can be provided for in the design of school buildings and the use of the outside environment that will facilitate the learning process, the development of perceptual adequacy, and will utilize different kinds of sense impressions?

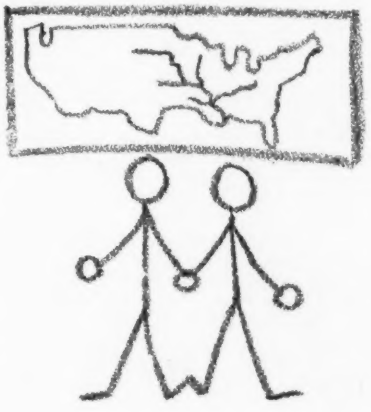


A further point that needs consideration is that architecture, buildings, and rooms if appropriately designed and constructed should be able to create feelings, moods, and even inspire those that enter, behold or use them. Governmental buildings, monuments, and churches have been able to inspire and excite strong feelings in their citizens, followers, members, and viewers for years. Related to this mood or feeling is that which in learning theory is called "place-habit." A place-habit is the behavior or habits a person develops in relation to certain situations or places. A few examples will illustrate the point: When a person is hungry and goes into a restaurant to eat, he exhibits place-habits appropriate for the restaurant and eating; when he uses a library he exhibits appropriate place-habits for learning, reading, and studying; and when he goes into a gymnasium he indicates through his behavior that this is a place for physical activity. The school should then not only create a mood for education and learning, but also should provide a situation that will develop proper place-habits in relation to learning and education.

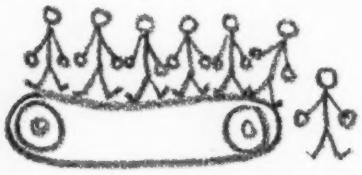
The design of the school should create a mood or feeling for learning and study, and the classroom should instill proper place-habits for learning. Neither the building nor the classroom should distract or interfere in the development of appropriate feelings and place-habits. The fact that certain buildings can inspire moods and feelings should also be true of schools. A school building which is conducive to learning, develops proper moods and place-habits, and produces the necessary rapport between student and teacher.

Incidental Learning

A factor that has been overlooked considerably in the design and construction of school buildings is that of "incidental learning." While not as much about incidental learning is known as would be desirable, it does take place. Advertising has made considerable use of this knowledge. Signs on buses and along roads advertise various products and when a person goes into a store, he asks for the trade name of a product rather than for the product itself. Incidental learning apparently functions at the unconscious level. A technique called "subliminal projection" in which a message is flashed on a television screen for a fraction of a second and the subconscious takes it in and acts upon the suggestion is another example. Both of these techniques utilize incidental or unconscious learning. Why hasn't incidental or unconscious learning been used more extensively, particularly in the design of school buildings? Probably the



only thing present in most schools that may involve incidental learning is the typical trophy case in the hall. Murals or a series of murals on the walls in school buildings showing significant events that have taken place in the growth of our country would have much to offer. Historic scenes, great events in the development of democracy, and contributions from our cultural heritage could be exhibited through a series of murals. Why not a kind of revolving or changing mural? These murals could be extremely important in the learning and development of attitudes. Possibly the minds of our children would be influenced by these murals, instead of becoming like the blank walls in most present day schools, with little or nothing imprinted there except the outline of bricks or boards.



Information from research in industry and from industrial psychology indicate that lighting, space, noise, and ventilation influence the functioning of the worker. Much of the information available from industrial research has been readily adapted to the school situation. Attempts are made to control such things as noise level, ventilation, temperature, illumination, and floor space. That these factors influence workers has been proven, how they influence learning is not easily determined. It is believed that if a room is too warm it may cause drowsiness and in turn make learning difficult, also that too much illumination or too little may tire or irritate the eyes. However, the research is not clear in relation to learning, some studies indicate that learning is not affected adversely even under extremes in temperature and noise.

In many ways our schools have been patterned after industrial buildings and factories with the idea that just as the worker can be aided to work more efficiently, so the student can through a factory-like school be made to learn more efficiently. In the work situation after the initial task has been learned it becomes a routine performance; in contrast, the school learning situation presents a series of unending tasks to be learned. The worker is not expected to do his task speedily and accurately in the early stages of learning, yet apparently this is expected of the learner in the school situation.

In the design of our schools there is often much concern about providing a large enough hall in the school so that twelve or more students can walk down it abreast. Whether this wide hall really speeds up the movement of students between classes is questionable. It probably has nothing to do with learning, and whatever time is wasted in moving through a crowded hall will probably be quadrupled when the students are settled in the classroom. Much of this hall space could be used more advantageously, and appropriate scheduling would be a better solution to crowded halls than building the halls wider.

Learning Differs From Work

The point is that patterning schools along the ideas expressed or suggested by an efficiency expert does not necessarily make for better learning. Further, it is necessary to distinguish between matters of organization and administration of the school, and building design. If it is believed that learning is largely a conditioning process and a learning of routine tasks, then it would be better to build our schools like factories, or even better build them like a Skinner box or some other conditioning device.

However, if there is an awareness that most of the learning that takes place in school is abstract in nature, and that most of the experiences are vicarious, then it will also be realized that the necessity exists for designing something into our schools that will facilitate learning, not merely speed it up. If it is recognized that learning, other than in the elementary stages, is something more than simple conditioning, then it will also be recognized that there is a need for providing concrete experiences and realistic perceptions that will in turn reinforce abstract learning. It must also be recognized that a routine task learned by a worker and then used to earn money is significantly different than the student in school who has to learn many tasks and skills that are not only abstract, but in many instances unreal, and for which there is no immediate application or monetary return.

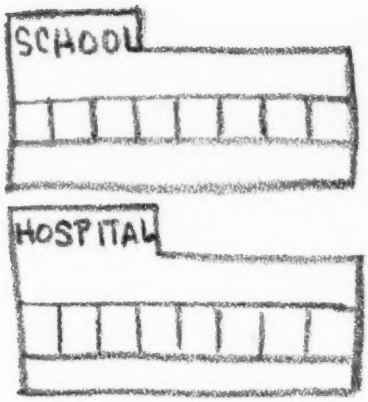
There has been some experimentation in the use of sound-proof rooms for learning. The data from these experiments suggest that trying to learn in a sound-proof room does not facilitate the learning process. Apparently the learner needs what would be described as a more normal or typical situation in which to learn. The silence of a sound-proof room becomes in itself the major distraction. In trying to provide a place in which the student can learn and the kind of situation that will contribute to the best kind of learning, the individual learning situation is generally thought of and provided for the student. It is a place that is comfortable and quiet, with as few distractions as possible. In the group situation then, should an environment be provided that is comparable to the individual learning situation? Very little is known about group learning. What is known is that learning is an individual thing, and that each individual must do his own learning. Perhaps what should be provided for in the group learning situation, until more is known about it, is that which is applicable from the individual learning situation.

The amount of space provided in a schoolroom for each person is generally determined by the purpose of the room, the age of the student, and the number to be included in the room. If attempts are made to reproduce within the group learning situation that which is applicable from the individual learning situation, then a much greater amount of space should be provided for young children and less space for older children. Sufficient space should be provided for the younger child so that he can in essence work by himself and will not be distracted by his neighbors, yet not such a great amount of space so that he feels isolated. At least this amount of space should be available when the child is trying to learn something; it would not necessarily be used all of the time or in certain kinds of group activities. As the child's powers of concentration increase and his attention span lengthens, he should be able to get along with less space.

Children are easily distracted, and when sitting close together, if one child shifts in his chair every other child has to look and see what is happening. If desks and chairs are attached or very close together, every time a child moves it shakes the other desks. There are many other distractions as well when children are sitting close together; someone to kick, punch, and hair to pull. While there is a need for children to learn to work together, it is not necessarily desirable or even possible for them to learn together. It is possible that when a child really learns something in school he shuts everything out except that which he is trying to learn.

Why Give Schools a Hospital Look?

The architecture and design of a school building should have considerable influence on the development of attitudes. Often when driving through a city someone sees a building and says, "isn't that a beautiful hospital?" and then in passing the name "Fairview High School" is noted. Sometimes it is the other way around, and someone will say, "Isn't that an attractive school?" and in passing the building the name "Deaconess Hospital" is observed. Everyone appreciates the fact that hospitals are available; and just as sure that everyone knows what hospitals are used for in our society. It is also true

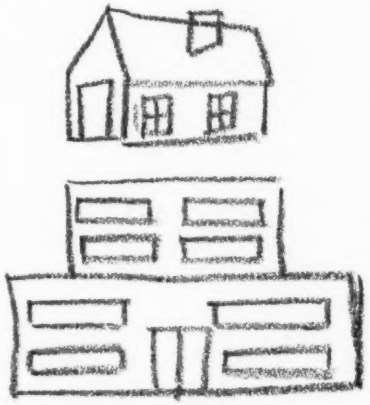


that most people have negative attitudes toward hospitals, unless it would be the hypochondriac. People want a hospital when they have a need for it but other than that would probably rather stay away from them.

The attitude of many children toward school is similar. So many of the schools today resemble hospitals more than they do schools; lots of glass, chromium, clean, neat, well organized, and with a general aseptic appearance. Can something be built into a school that will create a favorable attitude and indicate in some way to the child that it is for use. Children are often expected to learn in a building that creates an impression that it should be observed but not touched. Rather a building is needed that children can like, can use, and one in which they can develop their inventiveness and ingenuity. A school doesn't have to be dirty, unattractive, or disorganized. However, this aseptic impression may influence the atmosphere of the school to the extent that negative attitudes are developed in children. Another point related to attitudes; why is it that the playgrounds are always the last thing constructed when an elementary school is built? In fact they often are not completed for a year or two afterward, if ever. Yet if a child is asked what he likes best about school, he will probably reply "recess," and he isn't being facetious. All of these things instill negative attitudes toward the school.

Motivation is an essential and important factor in the learning process; few learning theorists would deny its significance. Such things as emotions, attitudes, incentives, and interests are involved in motivation. Most of what the student needs to learn must come through motivated learning. Can the school building interfere with or distract from the learning process through its appearance and the impressions it produces? Can it be so sterile looking that it is fear producing; fear inhibits learning and in turn often produces negative attitudes? Can it be so well designed and organized that it gives the student the impression that it is not for use but is there simply to be observed.

One last point that should be considered is the size of school buildings. The size of the school building becomes an important factor in the learning process because it determines the number of students that will attend the school, providing of course the students are available. Because the size of the school determines the number of students, it becomes important in the development of the child's sense of identity and feeling of belonging. How does the small child identify himself with an elementary school of four or five hundred students? Children need small units to identify with; first the family, next a small circle of friends, and then the class and school. Even at the college level students have difficulty identifying with their college. Yet many elementary schools are as large or even larger than some of our smaller colleges.



This sense of identification and feeling of belonging is very important in the development of the young child and in turn influences the learning process considerably. Everyone is familiar with the stories and poems waxing nostalgically about the "little red schoolhouse" or its counterpart. Nothing has been written about the present day schools that indicates any sense of identification. Maybe the present day lack of security is in part related to this lack of identity and belonging. The cottage plan and approach to the treatment of disturbed children may have something of value here for those concerned with school construction. Smaller units which provide for adequate development in terms of security, identification, belonging, and then because these things are sustained and supported, a better learning situation prevails.

In summarizing, perhaps some of these points have more application than others. However, each needs consideration by architects, administrators, and others concerned with the design of school buildings as possible criteria or objectives.

Eleven Important Points

1. Can the school provide too good an environment or atmosphere to the extent that it does not provide challenges and opportunities for growth and development in the learning situation?

2. Can the school building provide too intense a motivating situation to the extent that it produces negative adaptation?

3. Does the school building contribute to the development of security and belonging? There is the necessity of designing schools in terms of learning, mental growth, and development; not just in terms of physical development and size.

4. Can school buildings create a mood for learning? Schools and classrooms should develop proper mental sets and place-habits in students.

5. There needs to be greater use and provisions for incidental learning, especially in relation to the development of worthwhile attitudes.

6. Opportunities must be present so that the child can reaffirm within himself that what he is familar with and knows still exists in the learning environment and outside of it. There is a need to provide for the learning and development of adequate and accurate perceptions in relation to natural objects present in the environment.

7. Attempts should be made to reproduce as closely as possible that which is applicable and desirable from the individual learning situation and to remove possible detractors.

8. The design of the school needs something that will indicate subtly to the student that it is for use, and something that will create favorable attitudes while avoiding negative attitudes.

9. There is a need to look carefully at the efficient or factory-like school. Work and learning are not the same, or even necessarily similar.

10. Motivation, the many factors influencing it, and the relationship of motivation to learning must be understood by those concerned with school architecture and construction.

11. The size of the school and the development of a feeling of belonging and a sense of identity need to be considered.

In closing then, it seems that the main problem of architects, builders, and school people is one of integrating all of, or at least a major part of, the knowledge about learning into the best kind of learning environment. They need to know and apply the knowledge that learning is related to and concerned with many factors; motivation, emotions, intelligence, attitudes, and personality; and that buildings may become detractors, may interfere with attention, produce negative attitudes, may over-stimulate, and may be so aseptic in appearance that they discourage use.

A school building which provides the best kind of environment for learning, which takes into account the best knowledge available on learning, growth, development, and creates positive attitudes toward learning and the educative process is necessary. And last, a building is needed that does not provoke unnecessary frustrations and emotional disturbances, and does promote good mental and physical health. ■

Since the task of planning the equipment for a new school is an extended effort, involving a host of details, the Journal *is presenting the following on . . .*

Evaluation of School Furniture and Equipment

R. M. COMFORT

Mr. Comfort is vice-president of Roberts & Meck, Inc., school suppliers of Harrisburg, Pa.

The purpose of the following check list is to indicate types of classroom furniture currently available and to provide specific points of reference which administrators and faculty members of school districts should check when visiting other new school buildings in anticipation of planning their own school.

By its very nature, the task of planning the equipment for a new school is an extended effort, involving a host of details. Both the size of the original investment and the long term education consequences, however, dictate intensive research.

When visiting a new school building: (1) watch classroom and office activities, so you can relate the selection of equipment to use-function; and (2) ask for comments of users.

Check administrators for the basis of their furniture selection in relation to over-all policy decisions. Check them for their basis of weighing the relative merits of the furniture considered for each department, including the balance between features and costs. Learn which vendors give the best service before the sale — in offering advice, plans, costs estimates, and specifications — and after the sale — in co-ordination, promptness, meeting delivery dates, taking care of necessary replacements, damage in transit, etc.

In addition, check with faculty members to learn how the equipment is serving under actual conditions and with the custodians to learn about the ease of cleaning the room and equipment and to learn about premature signs of wear and ease of replacement. (It usually pays off to check also with students to get the "users'" reactions to the furniture.)

I. General Teaching Classrooms

A. *General types of furniture*
1. Student seating
2. Teachers' desks and chairs
3. Classroom tables
4. Storage facilities
   a) File cabinets
   b) Teacher's wardrobe and storage units
   c) Class material storage
   d) Student's wardrobe storage

B. *General basis to help determine the selection of types of furniture*
1. Type of classroom activities
2. Floor space available
3. Posture and comfort
4. Flexibility (that is, adaptability for multiple use)
5. Appearance
6. Sturdiness
7. Mobility, i.e., fixed or movable furniture
8. Basis for providing correct height
9. Cost
10. Adequacy and flexibility of storage facilities

C. *Student seating*
1. Types
   a) Individual desk (open front or lift-lid) and chair
   b) Study top combinations
   c) Chair desk
   d) Tablet arm chair
   e) Table with chairs
   f) Book box combination
2. Features when inspecting school's student seating
   a) Writing surface
      1) Sufficiently large?
      2) Smooth surface, easy to clean?
      3) Nonchipping edges?
   b) Seat and back of chairs
      1) Comfortable
         (a) Shape?
         (b) Resiliency?
         (c) Warmth of surface?
         (d) Tendency for students to slump?
         (e) Ease of replacement?
      2) Sturdy?
      3) Materials
         (a) Wood?
         (b) Metal?
         (c) Plastic?
            1. Polyethylene?
            2. Wood flour?
            3. Fiberglas?
   c) Book and tablet storage facilities
      1) Sufficiently large?
      2) Ease of access?
      3) Ease of selection of contents?
      4) Interference with comfort and posture?
   d) Basis for providing correct height
      1) With non-adjustable units of several heights: are results satisfactory?
      2) With adjustable units
         (a) How often are the heights changed?
         (b) Do different students use the same adjustable units each day?
         (c) Is it easy to adjust height?
         (d) Is the adjustment positive or likely to slip?
         (e) Are both seat and working surface heights adjustable?

e) Frame
1) Is it well "joined"?
2) Strong?
3) Resilient enough to adjust to uneven floors without wobbling?
f) Glides
1) Do they mark, scratch, or dent floor?
2) Are they quiet?
3) Are they easy to replace?
g) Over-all appearance
1) Are colors attractive (but not disturbing or glaring) and do they help develop desired atmosphere?
2) Are legs and frames not over-prominent?
3) Do units "blend" with room and other furniture?
h) What is floor area required? Can there be ingress and egress if units are contiguous?

D. *Teacher's desks and chairs*
1. Type of teacher's desk
a) Single pedestal, with or without overlap
b) Double pedestal, with or without overlap
2. Considerations
a) Is drawer space (box drawers, file drawers, and center knee drawers) adequate? (Open drawers to see if all storage space is used.)
b) Do drawers operate easily?
1) Is there full suspension for file drawers?
2) Do file drawers come all the way out?
3) Are there drawer stops?
c) Are corners, posts, etc., smooth so hose will not be snagged?
d) Can any of the drawers be locked?
e) Can drawer positions be interchanged?
f) Are the teachers satisfied?
3. Teachers chairs
a) Arms
b) Swivel
c) Upholstered seat and/or back

E. *Classroom tables*
1. Types
a) Various size of top
b) Various type of legs
1) Four legs or two pedestals
2) Fixed or adjustable height
2. Considerations
a) Are tops smooth and easy to clean?
b) Are tables quiet and resilient?
c) Are tables light enough to move easily?
d) If adjustable height, are they ever adjusted?

F. *Storage facilities*
1. Types
a) File cabinets
1) Number of drawers
2) With or without locks?
3) Letter (15 in. wide) or legal (18 in. wide)
b) Teacher's wardrobe
1) Clothing storage
2) Shelf storage
3) File drawers
4) Mirror
5) Vanity tray
6) Locking doors
c) Classroom material storage
1) Open shelves
2) Covered storage
3) Toy storage and other specialized storage units
d) Student wardrobe storage
2. Considerations
a) Are there adequate facilities and space? (Open doors and inspect shelves to see if fully utilized.)
b) Does it operate satisfactorily?
c) Is it movable?
d) Can it be adjusted if needs change?
e) It is attractive?
f) Is it located for maximum efficiency?

G. *Kindergarten*
1. Types of furniture
a) Same as general classrooms, plus:
b) Supplementary storage facilities
1) Toy storage
2) Open compartments
3) Sink cabinet with bubbler
c) Resting facilities
1) Cots (stacking)
2) Floor mats
2. Considerations
a) Same as general classrooms
b) What special activities merit special equipment for kindergarten and "storage facilities"?

H. *Special education classrooms*
1. Types of furniture
a) Same as general classrooms, plus:
b) Craft equipment
1) Looms
2) Craft workbench
3) Ceramic equipment
2. Considerations
a) Same as general classrooms
b) What special activities merit special equipment?

II. Commercial Department

A. *Commercial department furniture*
1. Types of furniture
a) Typing desks
1) Adjustable or non-adjustable height
2) Combination for use with bookkeeping, shorthand, etc.; rectangular with drop-head, or L-shaped tops
b) Bookkeeping desks
1) Rectangular
2) Combination
c) Desks, tables, or counter tops for dictation, note taking, business machine equipment, duplicating, and other classroom activities
d) Chairs
1) Side
2) Adjustable
3) With casters
4) Swiveled
2. Considerations
a) How is space and equipment utilized for various activities? What equipment is used?
b) Typewriter desks
1) Do they provide a surface for the typewriter which is
(a) Rigid?
(b) Adequate for all models of typewriters (including large electrics)?
(c) Non-skid base for typewriters?
2) Are the desks quiet and not wobbly?
3) Are the desks adjustable?
(a) If so, are they
(1) Easily adjusted?
(2) Safely adjusted?
(b) If non-adjustable, are some students uncomfortable typing at the fixed height?
4) Is there adequate storage facilities for:
(a) Commercial supplies?
(b) Student's books and tablets?
5) Is there a dictation slide?
c) Combination type desks
1) Is there adequate work space?
2) Can typewriter be easily and safely stored?
3) When stored, do the typewriters interfere with posture?
4) If L-shaped, what is space requirement?
d) Do bookkeeping units provide
1) Adequate work space?
2) Adequate storage space?
e) Are chairs adequate for the functions they perform? ■

House Defeats Massive Public School Aid

ELAINE EXTON

Broad general federal aid legislation for public schools is dead for this session of Congress, and possibly until after the next presidential election.

After weeks of gradually paring down President Kennedy's comprehensive multi-billion dollar aid-to-education program and putting various elements of the Administration's trilogy of education measures into a variety of compromise packages in the hopes of finding a winning combination, its demise came suddenly and by a more crushing rejection than had been expected.

The immediate cause of death was the refusal of the House of Representatives by a vote of 242 to 169 on August 30 to consider a stripped-down compromise bill (H.R. 8890) including federal payments for public school construction in "distressed" school districts with severe classroom shortages that was called up on Calendar Wednesday by House Education and Labor Committee Chairman Adam Clayton Powell (D., N. Y.). Only six Republicans joined the 163 Democrats voting to consider this bill, while 160 Republicans and 82 Democrats opposed consideration.

As this article went to press in early September, it was obvious that the first session of the 87th Congress would not be "tagged" the Education Session as some Administration leaders had predicted, although it was still possible that a simple extension of the expiring provisions of the "so-called" impacted areas laws (P.L. 815 and 874, 81st Congress) providing federal funds for school districts with heavy concentrations of military personnel or other federal workers and some titles of the National Defense Education Act of 1958 would be adopted before Congress adjourned.

Rules Committee Blockade

Plagued by political, economic, religious, and social controversies the Administration's federal-aid-to-education measures had been in trouble for some time.

Many thought they had been dealt a mortal blow when the House Rules Committee on July 18 by an 8-to-7 vote agreed to table the three bills embodying the President's major education recommendations (as modified by the House Education and Labor Committee) and then nailed down their adverse decision by another 8-to-7 vote against reconsidering the measures.

Trapped by these Rules Committee actions were:

1. A $2.5 billion program over the next three years of direct federal grants to the states for public school teachers' salaries, school construction, or both, as each state determines. The measure would also have extended the impacted-areas laws which expired June 30, 1961, for three more years at a total cost of roughly $900,000,000. (Administration bill: H.R. 4970; "clean" bill reported by Education Committee: H.R. 7300.)

2. A program of about $1 billion over a three-year period for extending and expanding the National Defense Education Act of 1958 which expires on June 30, 1962, including a broadening of the scope of Title III by the House Education Committee so as to authorize $375 million in long-term construction loans to private non-profit elementary and secondary schools for building facilities to teach science, mathematics, languages, and physical fitness. (Administration bill: H.R. 6774; "clean" bill reported by Education Committee: H.R. 7904.)

3. A $1.8 billion program over a five-year period ($1.5 billion) for grants and loans for the construction of academic facilities by public and private colleges and universities and ($300 million) for scholarship grants to superior students who could not otherwise afford to attend college. (Administration bill: H.R. 5266; "clean" bill reported by Education Committee: H.R. 7215.)

The Rules Committee majority which pigeonholed these bills in a closed-door session was composed of a long-standing coalition of two Southern Democrats (Rules Chairman Howard W. Smith, D., Va., and Representative William M. Colmer, D., Miss.) and five Republicans (Clarence J. Brown, Ohio; Mrs. Katharine St. George, New York; H. Allen Smith, Calif.; Elmer J. Hoffman, Ill.; and William Avery, Kansas). On this occasion they were joined by a northern Democrat.

After the tabling action was taken Representative James J. Delaney (D., N. Y.) who represents a predominantly Catholic Congressional District issued the statement that follows explaining why he had cast the "swing" vote:

"In a democracy there should be freedom of choice in education. If and when the Federal Government is to contribute to education, it should do so without discrimination. Those who choose to exercise their constitutional rights to send children to non-public schools should not be penalized. The grants should be made to individuals, either the parents or the child, much the same as is done in the ROTC or G.I. Bill of Rights. I shall not vote to legislate discrimination."

It was reported that had a separate vote been asked on the National Defense Education Act extension bill several Protestant Democrats, including Representative James W. Trimble (D., Ark.), Homer Thornberry (D., Tex.), and Carl Elliott (D., Ala.) were ready to vote with the old-time coalition to table this measure because of a provision which had been added by the House Education and Labor Committee to furnish federal aid for non-public school construction.

Public school aid supporters had hoped to pass the public school bill through the Rules Committee separate from the religious issue and then bring along another bill providing aid to private schools as amendments to the National Defense Education Act.

But in maneuvering to assure that legislation aiding private schools would also have a chance to be brought to the House floor for a vote, on June 20 Representatives James J. Delaney and Thomas P. O'Neill, Jr., both Catholic Democrats who normally vote with the Administration, sided with the conservative Rules Committee coalition in a 9-to-6 decision to defer hearings on the Administration's school and college bills pending before it until the Rules Committee had received from the House Education and Labor Committee the National Defense Education Act extension bill which was expected to contain private school aid provisions.

Ironically, the first victory of the new Administration in the House was the enlargement of the Rules Committee from 12 to 15 members for the duration of the 87th Congress. The move was hailed at the time as a liberalizing development which would break the ability of its conservative coalition to bottle up such aspects of the Kennedy program as federal school aid.

Subsequent Strategy

Undaunted by the Rules Committee's rebuffs, President Kennedy told a news conference on July 19: "But the fact of the matter is that there are procedures available in the House of Representatives to adopt this (school-aid) bill in spite of the action yesterday before the session ends. . . . I am hopeful that the members of Congress who support this will use those procedures which are available to them under the rules of the House to bring this to a vote and that a majority of the members of Congress will support it."

Three weeks later the efforts to salvage President Kennedy's aid-to-education program in the first session of the 87th Congress seemed to have collapsed. House and Senate Democratic leaders turned down a compromise plan advanced by Secretary of Health, Education, and Welfare Abraham Ribicoff and appeared to have concluded that a

straight one-year extension of the impacted-areas laws was the only course that was politically feasible in that session and to let the larger issues go over until next year.

A bill for this purpose (S. 2393) was introduced on August 9 by Senators Lister Hill (D., Ala.) and Wayne Morse (D., Ore.) both general aid-to-education advocates, and favorably reported by the Senate Labor and Public Welfare Committee a few days later.

House school aid strategists then tried to revive the chances for Congressional action on a more comprehensive education measure by combining various portions of the Administration's original cluster of education bills into a variety of stripped-down packages.

Representative Frank Thompson, Jr. (D., N. J.) offered a package bill (H.R. 8690) authorizing a three-year program of federal grants to the states for public elementary and secondary school construction ($325 million a year) and providing for a one-year extension of both the impacted areas program and the National Defense Education Act.

A package bill (H.R. 8635) sponsored by Representative Edith Green (D., Ore.) combined a three-year extension of the federally-impacted areas laws with the Administration-backed five-year program for federal aid for building college academic facilities and providing scholarship grants for undergraduate study in institutions of higher education.

Representative Carroll D. Kearns (R., Pa.), the ranking minority member of the House Education and Labor Committee also put compromise package legislation in the Congressional hopper. Besides extending both the impacted areas program and the National Defense Education law for two years, his H.R. 8748 would furnish federal assistance to public and other nonprofit institutions of higher education in financing the construction of academic facilities, but omits scholarship aid.

The Last-Ditch Compromise

Resuming his consultations with lawmakers, educational leaders, and national organization officials, Secretary of Health, Education, and Welfare Ribicoff readied a last-ditch compromise program which he described as "the only possible one that provides a basis for any legislation this year." Federal funds for teachers' pay had been omitted, he explained, because "the hard truth is that the House of Representatives is in no mood to approve federal aid for teachers' salaries." Nor were funds included for private schools.

Sometimes it was hard for an observer to tell whether the many shifts in bill content and strategy of the Administration leaders were contributing to the development of an acceptable compromise or merely compounding the confusion.

Most of the basic elements of the new Ribicoff plan were subsequently incorporated in two separate bills with House Democratic leadership approval of the new tactics.

A new Green bill (H.R. 8900) authorizing $1,500,000,000 over a five-year period in federal grants and loans for building classrooms, laboratories, libraries, and related academic and service facilities at public and other nonprofit institutions of higher education was voted out of the House Education and Labor Committee on August 29 and routed to the House Rules Committee for clearance.

On the same day the new Thompson bill for "emergency education aid" (H.R. 8890) was approved by the House Education Committee on a straight party vote of 16 to 12.

This three-part measure would authorize $201,500,000 for a one-year continuation of the impacted-areas program at its present level and $90,000,000 to finance a one-year extension of the scholarship loans provided under Title II of the National Defense Education Act for students in institutions of higher education. The bill broadens its provision for partial cancellation of loans for borrowers who teach in public elementary or secondary schools to cover present or future borrowers who, after enactment of the bill, teach in private, nonprofit elementary or secondary schools, and institutions of higher education.

H.R. 8890, moreover, has a new section authorizing $325,000,000 for a one-year program of federal grants for public school construction in school districts regarded as "distressed" because of overcrowded classrooms and a lack of funds to provide the school facilities needed. This portion of the legislation seeks to place "the principle" of general federal aid to education on the statute books by grafting this construction proposal into the popular impacted areas program.

This would be done through amending Public Law 815 to provide assistance to school districts for the construction of minimum school facilities urgently needed to meet "the impact of serious overcrowding, double shifts, or unhealthful or hazardous conditions" in school classrooms.

The federal money would be allocated to the states on the basis of their total populations and their relative fiscal abilities (measured by their per capita income), with the less wealthy states receiving proportionately larger amounts. The Education Committee substituted this formula for one based on public school enrollment and income per public school child in the bill as originally introduced.

Subject to the state maximum and priority provisions, a school district could receive an amount equal to the number by which its membership at the close of the school year 1961–62 will exceed 105 per cent of its normal capacity (with a minimum excess of 40 pupils) times 40 per cent of the average per pupil cost of constructing minimum school facilities in the state.

According to H.R. 8890 "the normal capacity of the available and usable minimum school facilities of local educational agencies would be determined by the (U. S.) Commissioner (of Education) after consultation with the state and local educational agencies, in accordance with regulations prescribed by him. . . ."

The State Education Agency would establish criteria to assure that priority is given to the school district applications which have the greatest need for additional school facilities and which are least able to finance their cost.

Rather than run the risk of further stalling of school-aid legislation in the Rules Committee, it was decided to try to push this compromise measure through the House under the infrequently used "Calendar Wednesday" procedure when the Chairmen of the Legislative Committees are recognized in alphabetical order and may call up bills without Rules Committee clearance.

This time the aid-to-education measure was shelved by the House itself when Representative Edward Hébert (D., New Orleans) asked for the yeas and nays on the question of considering H.R. 8890 and consideration was rejected without a word of debate by a smashing vote of 242 to 169.

What Next?

After the defeat, the President said: "The only one who loses today is not the Administration, but school children who need this assistance. So we will be back next year . . . though the defeat today indicates it will be difficult to find a satisfactory formula, we will attempt to do so. . . . Well, it's difficult, because everyone is for education but they're all for a different education bill."

But Representative Frank Thompson, Jr. (D., N.J.), the manager of the President's general-public-school-aid measure in the House, told reporters he saw "very little use to try again until after the next presidential election," saying the forces against it "are too great despite the proven need." Remarking that "we have tried this approach four times since 1948 without success," he commented: "I think we need a new and more attractive approach. I don't believe we can get legislation from this Congress without it."

Earlier (on August 21), in pleading for his last-ditch compromise, Secretary of Health, Education, and Welfare Ribicoff told a conference attended by legislative leaders of the National Education Association from more than 30 states: "I supported the (President's) full program with all my heart and strength and worked day and night to have it succeed (but) we encountered roadblocks every step of the way. Changes were sought on all sides. Some wanted more. Some wanted less. Many wanted nothing at all. . . .

"We faced a complex entanglement of many points of view, of deep-seated philosophies of honorable men clashing on a variety of different issues. . . . No single answer explains the deadlock that developed. The blame lies in no single place." □

the editorial stand

THE NEW YORK MESS

THE New York City board of education has been ousted by action of the state legislature and a new board of education is in process of formation. The action of the State was fully justified and followed a series of scandals growing out of reports of incompetency and fraud in the school construction, maintenance, and repair divisions. The nine member board, made up of men and women chosen on borough, ethnic, religious, and political lines were personally respected individuals, but were unable to cope with the municipal political influences at work in the offices of the business department, particularly the construction and maintenance divisions. The serious hazards in school buildings due to inadequate maintenance and improper repairs were common knowledge for several years. More recently, highly placed officials were charged with accepting gifts from contractors and were unable to deny the charges. Their punishment thus far has been little more than dismissal or a slap on the wrist. The ridiculous incident which preceded final action by State Commissioner of Education James E. Allen, was caused by a rat which ran across the path of Mayor Wagner while he was inspecting "rat-and-roach infested" P. S. 119 in Harlem where the teachers had paid for a newspaper advertisement protesting against the dangerous conditions of "sagging walls, insanitary toilets, and a leaking roof."

The troubles of the New York City schools have grown almost entirely out of political interference by the city government. The new board of education appointed by Mayor Wagner is made up of individuals recommended by a committee representing outstanding civic, educational, labor organizations, and two local universities. It is expected that the new board will engage in a radical house cleaning of the administrative departments and simplify the almost impossible red tape which has caused the administration and management of the schools to decline steadily in efficiency during several decades. It is also expected that the organizations of parents, citizens, and educators interested in the schools will revitalize neighborhood and city-wide activity and influence so sadly lacking in past years.

In the membership of the new board State Commissioner Allen has asked that the following fundamental conditions be provided:

First, the board of education would have to be a board composed of the best citizens available, selected solely on the basis of competence and qualification for the position.

Second, the board should have sufficient powers and authority to take corrective measures with firmness and speed.

Third, the board should be able to act unhampered by any unnecessary administrative and fiscal controls by the municipal government, and in freedom from the domination of any political party or private group bent on using the school system to promote a special interest or a special conception of public purposes.

Fourth, the principle of local control, so essential to a vigorous and dynamic school system, should be revitalized in its application, so that it can have real meaning in the life of the many and diverse educational communities of the city.

The experience of New York City indicates again that the public schools in every community need the services of a competent board of education which provides nonpolitical and fearless leadership in directing the school system and its professional staff. The weakness of the argument for greater professional independence in the operation of schools is at no time made clearer than in a crisis like that which is afflicting New York City. It is the prompt and sound decisions of the board of education which determine ultimately what the schools are and what the next generation of citizens will be.

A POST MORTEM?

THE failure of the legislation proposed by President Kennedy for massive federal aid to education and the final demise of the very modest compromise bills in the House have been so widely discussed that further comment is as useless as the proverbial second tail on a cat. Wise school boards and their professional executives will no doubt use the lesson of this federal failure to be more than ever committed to (*a*) wise long-range planning for the general support of the schools and the increasing costs which will arise out of broadened programs of instruction, higher salaries for improving the professional teaching staffs, and the general rise in all costs of conducting school systems, and (*b*) to the improvement of the financing, the educational planning, and the expansion of the school plants. No community should tolerate conditions which continue to make half-time sessions necessary for large numbers of children. The schools are state institutions but the local administration that is forward-looking and that seeks to make the instructional program and the physical plant a matter of civic pride does a job which every school board should perform with great satisfaction and full recognition of a solemn duty.

THE TEAM TEACHING IDEA

THE idea of grouping a number of teachers into a "team" as a means of improving the quality of the junior and senior high school education and promoting the status of outstanding teachers, deserves the consideration of school boards.

As a distinct form of teaching organization within the high school, team teaching can be traced back only four or five years. The idea is just beyond the developmental stage, and its most effective use seems to be found in medium size and smaller communitites where the school itself is not too large and where close rapport can be established between the administration of the school and the small groups of four or five teachers who form the teams. Where the idea has been worked out on a horizontal basis, four, or better, five teachers of academic subjects, say English, history, mathematics, science, arts — work together at a given grade level. The classrooms adjoin or are located in a single wing of the school, and are supplemented by a teachers' room where the teaching group confers daily and exchanges experiences and information on the problems and progress of the children assigned to their little "school within a school."

Under the guidance of a teacher designated as the leader, the teachers receive one another's advice on matters of method, homework assignments, levels of work, tests, and other aspects of the job of assuring success for every one of the children. The teachers as well as the pupils receive the help of the guidance and other specialists in the school.

The whole idea of team teaching is well along in the accepted stage in the schools where it has been most successful. Unquestionably, it will be refined and improved. Ultimately it may lead to entirely new forms of co-operation between teachers and supervisors.

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Growth of American Education

The 1961–62 initial school enrollment in the United States will rise by 3 per cent, according to predictions of the U. S. Office of Education. The immediate growth will be from 47 million to 49 million in public and private schools and colleges. Following the pattern of the past 17 years, the greatest increase will be in the high schools, where in grades 9 through 12, the enrollment will rise by 700,000 to a total of 10,800,000. In the elementary grades the growth will be only 400,000 to a total of 34.2 million. In the colleges the growth will be an anticipated 300,000 and the total enrollment will be 14.3 million. It is expected that the teaching staff in the elementary and secondary schools will require 48,000 additional teachers.

A more accurate picture of the gratifying growth of American public and private elementary and secondary schools is reported in the preliminary Biennial Survey of Education for 1959–60. This report is invariably more conservative than the final document and indicates that American education is growing more rapidly in the enrollment of children, school personnel, and total outlays than is the general economy.

Among the highlights reported by the U. S. Office of Education is the fact that enrollments in elementary and secondary schools rose from 33.7 million in 1957–58 to 36.1 million in 1959–60, an increase of 7.3 per cent. The greatest increase was reported in grades nine to twelve, where the rise was 7.9 per cent. The average daily membership in 1959–60 was 34.3 million pupils, an increase of 6.2 per cent from the 32.2 million in 1957–58. The average daily attendance also recorded an increase from 88.7 per cent in 1957–58 to a record 89.8 in 1959–60.

The high schools are increasing their holding power steadily. The 1959–60 graduates represented 92.2 per cent of the total enrollment. In other words, the 1959–60 graduating classes represented 68.7 per cent of the class which entered in 1956–57, an increase of 8.3 per cent over the graduating class of 1949–50.

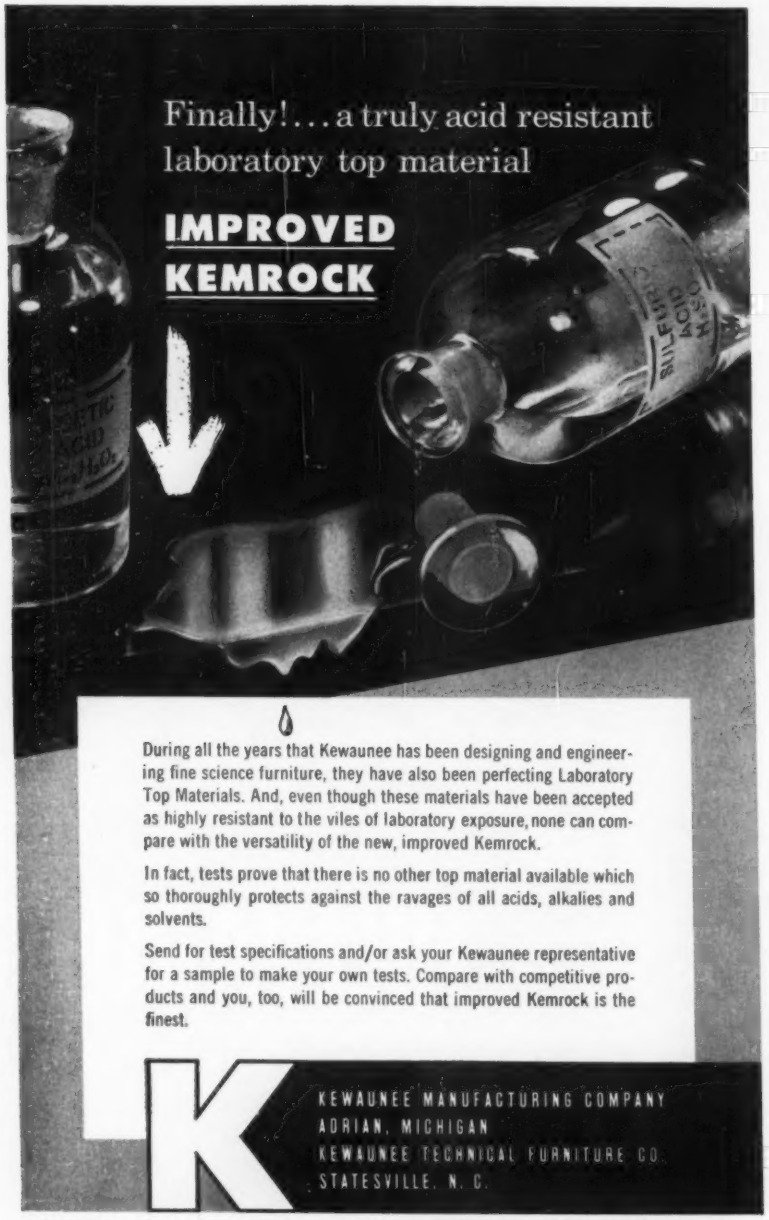
The 1959–60 instructional staff consisted of 1,295,000 teachers, 15,440 supervisors of instruction, and 62,600 principals, an increase of 9.9 per cent over the total of the previous year.

There has been a consistent decrease in the number of school districts. There are at present 40,300 of active and nonoperating school districts as against 83,700 in 1949–50. The Great Lakes and the Plains regions still have the largest number of small districts and operate the largest number of one-room schools. There were 92,000 elementary schools in 1959–60, of which 20,000 were one-room schools, and these represented a decrease of 6000 schools. The one-room school still represents 22 per cent of all elementary schools. A total of 283 communities operated local colleges and technical institutes.

The total funds available for public schools in 1959–60 was $20.6 billion. A grand total of $15,644 million was spent through state departments, intermediate, and local school districts, an increase of 14.8 per cent over 1957–58. The current expenditures were $12,388 million in 1959–60, an increase of 20.2 per cent over the previous biennium. The rise was due to a larger number of children in elementary schools, the rise in salaries, and the rise in expenditures and services of schools. In 1959–60 the current annual expenditure per pupil was $376, an increase of 10 per cent over the $341 in the previous biennium. Based on the average daily membership, the cost was $356 in 1959–60, a more realistic figure of outlays made.

The average annual salary for the entire instructional staffs in 1959–60 was $5,435, or an increase of 9.2 per cent over the previous biennium, when the average was $4,703. Expressed in terms of the depreciated dollar, the increase, however, was 6.2 per cent. The salary picture represented by the several states varied considerably. The four "high" states, California, New York, Alaska, and Colorado, paid salaries exceeding $6,000. In the four "low" states the salaries were less than $3,500.

During the biennium the capital outlay for sites and buildings declined 6.9 per cent from the $2.9 billion in 1957–58 to $2.7 billion in 1959–60. This is the first reversal during the postwar period and is probably due to the fact that the larger communities are caught up on their school building outlays. The interest on the school debt, which went up $459 million during the biennium, represents an increase of 33.9 per cent over 1957–58. □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In fact, tests prove that there is no other top material available which so thoroughly protects against the ravages of all acids, alkalies and solvents.
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...**CALCULATORS**: The **DIVISUMMA 24** is a high-speed, high-capacity, 10-key desk calculator with a remarkable memory feature and printed tape record of all operations. Extreme versatility and ease of operation make it well-suited to administrative office needs as well as classroom instruction. (A new 30-lesson Divisumma Office Practice Course is now available for classroom instruction.) Other Underwood-Olivetti calculators range from adding machines to alpha-numeric accounting machines.

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New Shop to Plan?
MOST HAVE
MOST PREFER
This Kind of Floor

J. W. WELLS
DIAMOND HARD

NORTHERN MAPLE

Schools yielding to economy claims of easily dented composition floors for classrooms are more cautious where expensive tools and machinery are involved—a recent survey indicates.*

Except in auto mechanic shops where concrete floors generally predominate most of the shop supervisors report they "prefer" floors like the one shown above in the metalworking shop of the new Evergreen Jr. High School, Everett, Washington (J. W. Wells DIAMOND HARD Northern Maple).

Composition floorings, No. 2 to Hardwood Strip in mechanical drawing shops, appear to have few backers in other shop areas.

Use These Facts

* For "Facts on Floors in School Shops"—kinds now installed, kinds preferred in each area (Woodworking, Printing, Electricity, etc.) compiled from a survey by Industrial Arts Magazine — WRITE —

J. W. WELLS
LUMBER COMPANY
Menominee 5, Michigan

BUDGET HEARINGS

(Concluded from page 21)

message are distributed to the public in advance of the hearing, newspapers are the medium used in 47 per cent of the cities.

Although in the majority of the school districts reporting the public is notified of the budget hearing and apprised of the budget contents prior to its convening, citizen interest seems woefully lacking. In 98 per cent of the instances reported, the public hearings are attended by less than 11 per cent of the voting population of the school district. Many of the administrators responding commented on citizen participation in the public hearings as follows: "No one appears," "Ordinarily the hearing is attended by no outsider," "Less than one per cent, if any," and, "only one or two persons ever attend." While this paucity of attendance is hardly encouraging it does not invalidate arguments for the public hearing. It does, however, emphasize clearly that school officials need to analyze their public hearing practices if they wish to enlist more and better participation on the part of the taxpaying public.

At the risk of appearing naive, it is suggested that school officials could bring about considerable improvement in their budget hearing practices if they would familiarize themselves with the methods, techniques, and procedures employed in other good school systems where public hearings serve effectively as a means of presenting the school budget to the public. Certainly this knowledge could contribute much to the elimination of practice which is perfunctory or superficial. Moreover, such information might well provide some insights to the problems involved when the budget is discussed before the "crackpot" and the congential "aginner," as well as the civic-minded citizen or the well-informed taxpayer. For example, school officials would learn that in school systems such as Kenosha, Wisconsin, and Anne Arundel County, Maryland, a number of hearings are held on the budget prior to its adoption. Further in Anne Arundel County, the hearings, which extend over a period of several weeks, are held in different locations within the school district in order that citizens become acquainted with the proposed school budget and criticism and suggestions can be received.

In addition there are numerous other helpful public hearing practices, about which school officials would learn. Among these are the following: (1) In some school systems budget presentation at the hearing is a divided responsibility in which the superintendent and the school board present the budget jointly. (2) In a number of school districts charts, graphs, and pictures are frequently used in presenting the budget at the public hearing, and in a few instances films or filmstrips are emoloyed. (3) A few school systems establish the meeting procedures in writing thereby assuring those persons attending the

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SLIM-TRIM UNITS
CHALKBOARDS-CORKBOARDS
Pre-Framed in stainless steel

COMPLETELY FRAMED IN LIFETIME STAINLESS STEEL

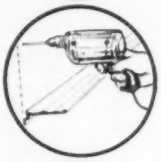
Bulky, costly frames eliminated. Stainless steel will not tarnish, scratch or corrode. Precision mitered corners. Easy maintenance, long life, and economy.

AS EASY TO INSTALL AS 1-2-3

Only a drill, screw driver and level needed.

1 Just mount chalk-trough using screws or screw anchors.

2 Set Slim-Trim framed board in recess in trough.



3 Screw board to wall.

MAXIMUM ECONOMY

Requires no particular skill or "muscle" to install. Two men can readily install even the largest units. No costly molding to buy or fit. No special backing or furring strips required. Pre-drilled screw holes in trough and frame save time, insure neatness and proper spacing. Frame and trough easy to keep clean.

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Premium quality Sterling and Hyloplate as well as Crownprest and Crownbest Chalkboards in green and black. Also Webtex Cork Bulletin Boards in tan or green in sizes up to 4'x12'.

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hearing that they will have time for discussion of the school budget. (4) A number of school systems prepare materials in advance and have them available for use in explaining the budget at the public hearing. Among these are "Completely Itemized Statements of the Budget," "Per Pupil Cost Data," "Building Program Data," "Salary Schedule Data for Comparisons," and data showing public school "Expenditures Over Past Years."

In concluding, it seems important to point out that the public hearing is one phase of the budgetary process enabling citizens to participate actively with school officials in planning the public school budget. Such hearings not only provide citizens with a means of making known their budget views, but they also are an avenue through which school officials can bring about improved citizen understanding of the educational program proposed to meet the community's needs, and the cost of supporting this program.

Since the scope and quality of a community's educational program is presumably largely determined by its citizens, school officials should plan carefully to secure their participation in public school budget hearings. The following suggestions are recommended as being potentially helpful in developing citizen interest in the school budget, and consequently in creating a desire on their part to participate actively in budget planning at public hearings, assuming that such interest and participation are desirable:

1. Citizens should be given at least two weeks' notice of the public hearing.

2. Published budget hearing notices should contain, in addition to such perfunctory information as time, date, and place; a statement by character classification, according to major budget categories, of all expenditures necessary for implementing the educational program proposed for the ensuing year.

3. Copies or summaries of the budget, accompanied by an understandable and, if possible, interestingly written statement of the educational program proposed to meet the communities needs, should be distributed to the public. In large cities the same end might be accomplished through the newspapers, radio or television.

4. In addition to citizen notification of the budget hearing by various communication media such as newspapers, radio, and the like, it is urgently necessary that the fiscal program of the school system be interpreted to Parent-Teacher Associations and other interested civic groups. Furthermore, all school employees (nonprofessional as well as professional) should have an intelligent understanding of the proposed school budget and the educational services that citizens' tax dollars will make available to the community.

5. Such other information as, in the opinion of school officials, will contribute to the citizens intelligent consideration of the program financed by monies appropriated. ■

*New bulletin on faster, cleaner sweeping with effective 24-hour dust control

YOUR QUICKEST, CLEANEST METHOD OF DAILY SWEEPING ...ON ANY FLOOR!
gives you GENUINE dust control
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gives you UNMATCHED economy
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the chemical dust control
for ANY floor in ANY building
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ACME Chemical Company
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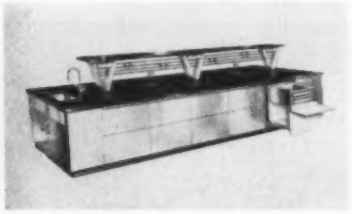
Milwaukee 45, Wisconsin

(For more information from advertisers, use postcard on page 45)

NEW PRODUCTS

LABORATORY EQUIPMENT

Metalab Equipment Co., Hicksville, L. I., N. Y., has introduced "Style-Scope" and "Mobilescope" series of laboratory wall and center tables. Style-Scope units glide



Wall and Center Tables

on concealed rollers. Extruded finger-tip control bars replace drawer handles. Removable plastic trays replace drawers. The portable Mobilescope units are ideal for preparations laboratories or for converting lecture and conference areas into semi-laboratories. Eight different unit inserts contain tray, compartment or bin-type storage areas.

(For Further Details Circle Index Code 0168)

NEW BOOK CHARGING SYSTEMS

Two new "charge-out" systems developed by Bro-Dart Industries, Newark, N. J., greatly simplify the clerical duties of librarians. Both mechanically or electronically record charge-out information. The "Brodac" system makes an immediate visible, full-size copy of the book's author,

Built-in "Brodac" system

and title, borrower's name and address, transaction number and date. Each charge record is automatically cut into individual slips that stack in numerical sequence into a handy drawer. The compact "Sysdac" machine fits any library desk and charges books to borrowers in less than ¾ of a second. The borrower's card with an embossed metal plate of his name and address is stamped onto the book card in file. The systems are part of a new line of library furniture and equipment by Bro-Dart, including contemporary tables, shelving, book carts, and an electric eraser.

(For Further Details Circle Index Code 0169)

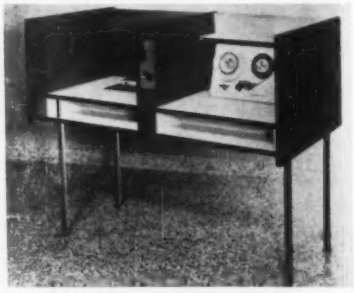
AUTOMATIC FIRE DOOR

If a fire were to start in a building, this new door would automatically close when the temperature reaches 160°, a temperature low enough to be sensitive at the early stages of a fire. The "brain" behind the door is a heat-sensitive metal link that releases a tension spring, closing the door. This door is available from Fenestra, Inc., Detroit, Mich. Its built-in safety feature could save lives and property in all types of public buildings, particularly if the doors would close off a fire from open corridors and stair wells.

(For Further Details Circle Index Code 0170)

LABORATORY BOOTHS

Increased working space, new color schemes and greater layout planning flexibility are offered by the "Monitor 58" series of language laboratory booths by



Laminated plastic dividers

Electronic Teaching Laboratories, Washington 16, D. C. Panel dividers are of high-pressure laminated plastic in coppertone shade, with working surfaces in white plastic, and rounded panel edges finished in black. Acoustic panels are 1-in. Fiberglas covered in blue perforated steel. Steel legs have self-adjusting feet. Student recording units can be dash- or flat-mounted. The booth is available in standard 1, 2, or 3 position units.

(For Further Details Circle Index Code 0171)

NEW CURTAINWALL UNITS

A new aluminum window and curtainwall series with double-hung, single-hung, or fixed windows is offered by Ceco Steel Products Corp., Chicago, Ill. Designated as Series 160 for double-hung windows and Series 165 for single-hung, the new curtainwall units are furnished with porcelain, ceramic, plastic, aluminum, steel or stone panels, or they can be provided with Alumilite finishes. Because the sash slides up and down, this curtainwall is especially suited for such areas as school corridors and ground-level exteriors adjacent to playgrounds. Conventional mullions are not needed, since sleeving mullions are an integral part of each unit.

(For Further Details Circle Index Code 0172)

NEW ELECTRIC TYPEWRITER

An electric typewriter, without type bars or movable carriage, is the new IBM "Selectric," by International Business Machines Corp., New York 22, N. Y. The typewriter types by means of a single sphere-shaped element bearing all alpha-

Spherical Typing Element

betic characters, numbers and punctuation symbols. The need for type bars has been eliminated. The new design offers flexibility of type styles since the sphere-shaped element may be easily replaced by the typist with another type style in a matter of seconds. Six type faces are available. The Selectric is available in two sizes to handle paper 11 or 15½ in. wide. Other features are a "selective stroke storage system" and a ribbon cartridge.

(For Further Details Circle Index Code 0173)

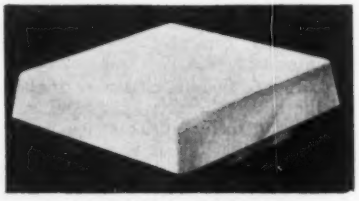
REDESIGNED FIRE ALARM

Functional, compact fire alarm systems by Farraday, Inc., Adrian, Mich., are designed to meet individual requirements of small schools, and other institutions. Some features are: more modern appearance, lower first cost, smaller size, increased signal alarm capacity, and reduced installation and maintenance costs. The line of "compacts" includes non-code, closed-circuit supervised systems, plain-code supervised systems, and shunt, non-interfering, coded supervised systems. In addition, the company has developed a complete line of modular pre-engineered systems for more complex applications requiring extensive fire alarm networks.

(For Further Details Circle Index Code 0174)

FIBERGLAS VENTILATORS

A molded Fiberglas intake and relief ventilator features a low profile, contemporary design and offers weather resistance and architectural flexibility. The units, either square or rectangular, come in 12 colors that require little maintenance.



Available in 12 Colors

Throat-opening sizes range from 10 to 60 in. Accessories such as bird screens and all types of dampers are available. Bermuda-AIR model MC ventilators are distributed by The Williams-Bermuda Corp., Los Angeles, Calif.

(For Further Details Circle Index Code 0175)

CORRESPONDING CODE INDEX NUMBERS TO BE ENCIRCLED CAN BE FOUND ON THE CARDS IN THE READER'S SERVICE SECTION

FOR SUPERIOR DESIGN, CONSTRUCTION AND PERFORMANCE . . . FAR GREATER STRENGTH . . . UNEQUALLED SAFETY . . .

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PLAYGROUND SWIMMING POOL and DRESSING ROOM EQUIPMENT

Since 1911 the finest equipment built, backed by lifetime guarantee against defective materials and construction . . . specified by leading recreational authorities for almost half a century.

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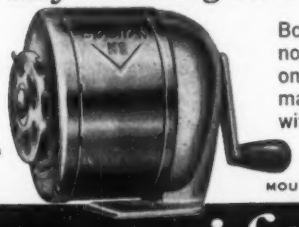
Write for Folder On AMERICAN'S JIM PATTERSON LIFETIME Aluminum DIVING BOARD WORLD'S FINEST OFFICIAL BOARD

AMERICAN
PLAYGROUND DEVICE CO.
ANDERSON, INDIANA, U. S. A.
WORLD'S LARGEST MANUFACTURERS OF FINE PARK, PICNIC, PLAYGROUND, SWIMMING POOL AND DRESSING ROOM EQUIPMENT

easy mounting on any surface



Boston sharpeners now can be mounted on wood, glass, masonry or steel without drilling holes.

specify BOSTON®
PENCIL SHARPENERS

guaranteed quality

The strong all-metal construction of Boston Pencil Sharpeners makes them last . . . Bases are guaranteed against breakage . . . There is a model for every need, and one mounting kit fits all models.

Send for catalog and price list.

C. HOWARD HUNT PEN CO., CAMDEN 1, NEW JERSEY

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. . . Which Krueger Chair Is Best For You And Your Pocketbook!

Tubular steel Folding chairs or Fiberglass molded chairs — Whichever your choice, you'll find the Krueger line the most complete ever offered in style models, sizes, grouping versatility and overall economy. For instance; our Folding chair line boasts 14 different models in adult, junior and juvenile sizes. Our Fiberglass line consists of Stacking Side and Arm chairs — plus Pedestal base Side, Arm and Upholstered models, also in a range of adult and junior sizes. In addition, the Krueger line boasts a complete line of All-Purpose Stools, Folding and Fixed Leg Tables, Chair and Table Storage Trucks and numerous accessories. Better investigate this complete line from one buying source, today!

Write for FREE new catalog describing complete line with "Specs" in detail

KRUEGER
METAL PRODUCTS • GREEN BAY • WISCONSIN

(For more information from advertisers, use postcard on page 45)

SCHOOL CROSSING BEACON

Blink-N-Beacon transistorized warning flasher lights come in a portable vertical safety barricade. Made by the Electronics division of Barler, Inc., Goshen, Ind., the unit operates on any standard 6-volt dry cell battery, with a minimum battery life of 1500 hours. The flasher can be seen at least a half-mile in either direction under poor weather conditions, and farther under normal conditions. Flashing rate is 50 to 60 times per minute or as prescribed by traffic authorities. The weatherproof lamp uses an inexpensive bulb and comes with a choice of red or amber heavy plastic lenses.

(For Further Details Circle Index Code 0176)

CARPETING IN CLASSROOMS

Wall-to-wall carpeting may soon become a permanent part of the modern classroom, according to the Roxbury Carpet Co., New York 16, N. Y. The firm has set up three test installations in Framingham, Mass., elementary, junior, and senior high schools. Recent floor covering studies by the American Carpet Institute show that maintenance costs were lower for carpeted floors since they require less cleaning. Teachers, and students, too, preferred the quieter, "warmer," and less "institutional" feeling of carpeted floors.

Quieter and Warmer Classrooms

(For Further Details Circle Index Code 0177)

MONROE
FOLDING TABLES
1908-1962
54 YEARS OF
LEADERSHIP
YOUR CHOICE OF TOPS—
MASONITE OR BLOND-D
OR MELAMINE PLASTIC.
PORTABLE
PARTITIONS
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TABLE AND
CHAIR TRUCKS
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CATALOG
in COLORS
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40 Pages in Color
FREE—1962 CATALOG AND DIRECT FACTORY PRICES
To Churches, Schools, Lodges and all organizations. MONROE Folding Banquet Tables are unmatched for quality and durability. New automatic locking, 20-year guaranteed leg assembly. WRITE FOR YOUR 1962 MONROE CATALOG. 40 pages in full color. Shows full line. 94 models and sizes of folding tables. Also chairs, choral and platform risers, table and chair trucks, portable partitions. Our 54th year.
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CATALOGS AND BOOKLETS

"Grasstex All-Weather Running Tracks" are described in an 8-page brochure from **American Bitumuls & Asphalt Co.**, San Francisco 20, Calif. The track provides a resilient surface, with permanent markings, for both indoor or outdoor, practice or regular field events and track meets.

(For Further Details Circle Index Code 0178)

A mobile, ultra-sonic cleaning system that can clean and dry as many as ten fluorescent light shieldings within a few minutes is detailed in a small folder by **Ender-Monarch Corp.**, a division of Acoustica Associates, Inc., Garfield, N. J.

(For Further Details Circle Index Code 0179)

The Tropical Paint Co., Cleveland, Ohio, is offering a small mimeographed booklet to school authorities to help them select the right color schemes in painting all kinds of classrooms and school areas.

(For Further Details Circle Index Code 0180)

The Pledgaire system of modern ventilation of institutional kitchens is detailed in a 12-page architectural file available from **Cockle Ventilator Co., Inc.**, Cincinnati 23, Ohio. According to the manufacturer this compact blower and duct system makes fume hoods obsolete.

(For Further Details Circle Index Code 0181)

Architects and specifications writers will want a copy of "The New Measure for all Masonry," the fifth edition, completely revised of a catalog brochure on glazed structural tile. Send for a copy from **Stark Ceramics, Inc.**, Canton 1, Ohio.

(For Further Details Circle Index Code 0182)

A completely revised 96-page catalog, describes the complete line of industrial power tools and accessories, made by **Delta Power Tool division of Rockwell Mfg. Co.**, Pittsburgh 8, Pa. Send for catalog, AB-61.

(For Further Details Circle Index Code 0183)

CORRESPONDING CODE INDEX NUMBERS TO BE ENCIRCLED CAN BE FOUND ON THE CARDS IN THE READER'S SERVICE SECTION

MANUFACTURER'S NEWS

Safway Steel Products, Inc., Milwaukee, Wis., manufacturers of scaffolding, gym seats and bleachers, has acquired the Everwear Mfg. Co., Inc., makers of basketball backboards and playground equipment. The Everwear factory at Newport, Ky., will continue to be operated as a subsidiary.

Dictaphone Corp., has formed a new Educational Division and appointed seven regional representatives who will assist schools and colleges in setting up language comprehension systems.

READER'S SERVICE SECTION

INDEX TO SCHOOL EQUIPMENT

The index and digest of advertisements below will help you obtain free information, catalogs, and product literature from the advertisements and companies listed in the new product section. Merely encircle the code number assigned to each firm in the request form below, clip the form and mail it to THE AMERICAN SCHOOL BOARD JOURNAL. Your request will receive prompt attention.

Code No.		Page No.
101	**Acme Chemical Co.** Maintenance supplies	41
102	**American Crayon Company** School supplies	4
103	**American Playground Device Co.** Swimming pool and dressing room equipment	43
104	**Butler Manufacturing Company** Metal buildings	5
105	**DuKane Corporation** Sound systems	8
106	**Firestone Tire & Rubber Co.** School bus tires	2
107	**Hillyard Chemical Company** Maintenance supplies	37
108	**Hunt Pen Co., C. Howard** Pencil sharpeners	43
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1012	**Krueger Metal Products Co.** Metal folding chairs	43
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1014	**Monroe Co., The** Folding tables	44
1015	**Nissen-Medart Corp.** Gymnasium apparatus	4th cover
1016	**Powers Regulator Co.** Temperature and humidity controls	6 & 7
1017	**Premier Engraving Company** Engravers	44

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THE AMERICAN SCHOOL BOARD JOURNAL
400 North Broadway, Milwaukee 1, Wis. October, 1961

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School_____

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City_____ Zone____ State_____

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NEWS OF PRODUCTS FOR THE SCHOOLS
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School_____

Address_____

City_____ Zone____ State_____

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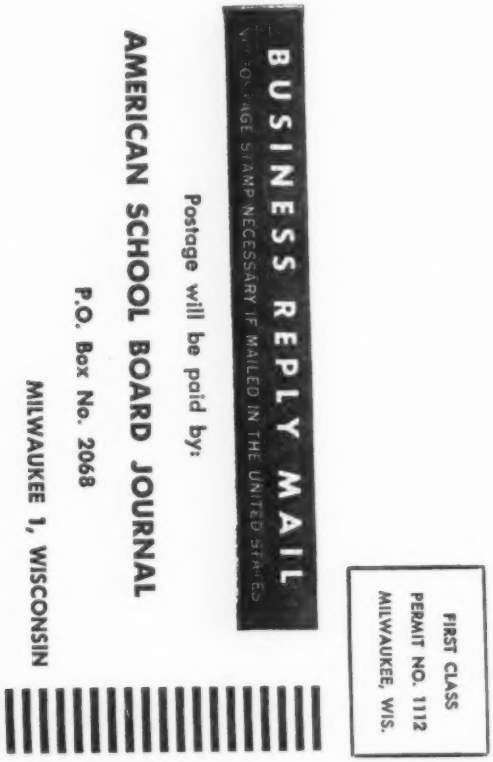
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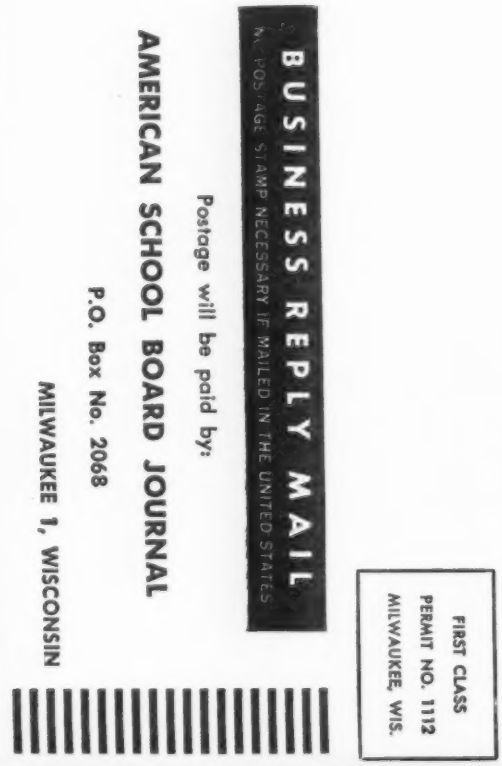
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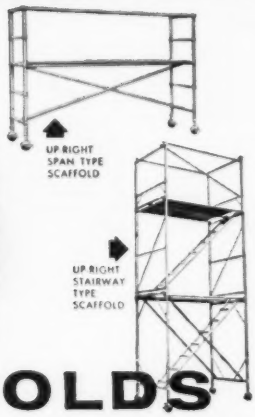

For TALLESCOPE circular write to

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